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ABSTRACT

The manual, designed for one- and-one-half-day workshops with 20 to 40 law enforcement professionals who handle driving while intoxicated (DWI) cases, is directed toward recognizing the special role of the police officer as decision-maker in cases involving drunk or impaired driving. It is one of five workshop manuals developed to assist State and local agencies involved in the development of programs for coping with the drinking-driver problem. Workshop goals include: encouraging communication between law enforcement professionals, developing cooperative plans, and motivating implementation of these plans. Activities include: small group exercises, discussions, an examination of two typical DWI case studies, an alcohol awareness seminar involving breath analysis, and followup discussions of current approaches to the drinking-driver problem. The manual is organized into three parts: (1) introduction, containing an overview, manual synopsis, and workshop staffing suggestions, (2) governor's representative and chairman workshop materials, and (3) appendixes consisting of preworkshop instructions, group moderator workshop materials, and miscellaneous materials. These include information on audiovisual equipment, instructions, evaluation forms, and followup materials. The manual is designed to be self-executing and includes sample letters, fully executed speeches, discussion guidelines, evaluation instruments, and participant selection criteria. (MW)

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ALCOHOL HIGHWAY-TRAFFIC SAFETY WORKSHOP
FOR
LAW ENFORCEMENT OFFICIALS

Prepared for:

The U.S. Department of Transportation
National Highway Traffic Safety Administration
Washington, D.C. 20590

by

Abt Associates Inc.
55 Wheeler Street
Cambridge, Massachusetts 02138

Principal authors

William Walker
Peter Finn
Ezra Gottheil
Barbara Tannen

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THE DRINKING-DRIVER PHENOMENON

Although drinker-drivers have operated motor vehicles since the invention of the automobile, only recently has sustained attention been focused on the highway carnage caused by impaired and drunk drivers. We have reached the point where drinker-drivers and pedestrians are involved in more than 28,000 traffic fatalities each year, or over 70 deaths every day. An estimated 800,000 accidents a year are caused by drivers who were impaired or drunk while driving.

Research* has indicated that alcohol consumption by drivers and pedestrians is responsible for more deaths and accidents on the highway than any other single factor. Specifically, drinker-drivers and pedestrians contribute directly to approximately half of all traffic deaths. Most of these deaths, however, are not the result of actions by what is commonly known as the "social drinker." These deaths are largely the result of actions of the driver who drinks to great excess, the so-called "problem drinker." Alcoholics and other problem drinkers, who constitute less than 10% of all licensed drivers in the United States, account for a very large part of the overall problem. It appears, in fact, that two-thirds of those drinker-drivers who are involved in fatal accidents are problem drinkers.

Problem drinker-drivers are those who have had more than one arrest for offenses involving alcohol (including non-highway arrests), who are known to the various health and social agencies in their communities, and who often have a history of troubled relationships with their employers, their families, and their banks or creditors.

Most research indicates that at least 7% of the total population of over 100 million drivers are problem drinkers. This means that there are more than seven million drivers on the highways today who are the primary hazard in terms of alcohol-related crashes; that is, one driver out of every fifteen. Clearly, this is a crisis demanding a prompt and effective remedy.

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*Most studies referred to in this Manual are summarized in the Department of Transportation 1968 Alcohol and Highway Safety Report to Congress.

THE NATIONAL EFFORT TO COPE WITH THE PROBLEM

The Department of Transportation (DOT) has mounted a national three-part effort in highway traffic safety:

1. the development and use of passive restraint systems;
2. the design and implementation of more stringent requirements in vehicular safety; and
3. the initiation of a comprehensive alcohol countermeasures program involving prosecutors and law enforcement, legislative, judicial, driver licensing, and rehabilitation-treatment agencies.

The third approach is specifically aimed at alcohol-highway traffic safety. The thrust of this latter approach is to assist the states in planning, developing, and implementing systematic state-wide approaches and programs of their own to cope with the problem. This Manual is part of this effort to help assist law enforcement professionals who are responsible for dealing with the problem drinker-driver.

THE APPROACH FOR THE SERIES OF MANUALS

This Manual is one of a series of five manuals designed to assist state and local officials to conduct workshops in which representatives of state and local government and members of law enforcement, judicial, and rehabilitation-treatment agencies develop programs for coping with the drinking-driver problem. This manual has been designed for one-and-one-half-day workshops for law enforcement professionals who are involved with alcohol-traffic safety problems. The other four manuals include one each for local officials, state officials, judges, and alcoholism rehabilitation and treatment professionals.

The five workshops are designed to accomplish two purposes: first, to focus on the necessity for cooperation and coordination among agencies and individuals in coping with the problem; and second, to focus on the need for each agency and individual to see himself as part of a system or a team, in which all functions should be coordinated if maximum impact on the problem is to be achieved. To avoid overlap or conflict of interest among the various agencies and groups involved, each workshop has also been designed to stress the importance of each individual agency's contributions to the overall effort.

OBJECTIVES OF THE LAW ENFORCEMENT PROFESSIONALS WORKSHOP

This Manual has been designed, as noted, for the conduct of one-and-one-half-day workshops with 20 to 40 law enforcement professionals who handle DWI cases. Enforcement is one of the major functions on which to build an effective, coordinated program to prevent alcohol-traffic accidents. If drinker-drivers are not detected, identified, arrested and charged with driving while intoxicated (DWI) by the police, little can be done to prevent drunk driving or to treat the problem drinker-driver. This workshop, then, is directed toward recognizing the special role of the police officer as a decision-maker in cases involving drunk or impaired driving.

The overall goals of the workshop are therefore to encourage law enforcement professionals to communicate openly with each other, to develop and detail cooperative plans for coping with the drinking-driver problem, and to become motivated to implement these plans. Although maximum impact on the drinking-driver problem can be achieved only if all elements of the system plan cooperative actions that reinforce each others' activities and avoid duplication of effort, inconsistent efforts, and contradictory efforts, the workshop also stresses that participants can also take independent actions to help solve the problem. The specific workshop objectives are:

1. to increase participants' awareness of the nature and extent of the drinking-driver problem, and therefore, of the need for improvement and expanded efforts in the alcohol-traffic safety system;
2. to increase participants' awareness of the existence, resources, responsibilities, problems, and interrelationships of the other parts of the system, and of current national, state, and local efforts to improve cooperation;
3. to increase participants' awareness of their role in the system, and of how they can facilitate coordination;
4. to increase participants' ability to analyze their role with respect to acting, where necessary, independently of other agencies;
5. to motivate them to take an active role in educating the public and other actors;

6. to encourage participants to realize that both coordinated and independent actions can impact the problem; and

7. to motivate them to act on this awareness.

This increase in participants' awareness of these aspects of their role in the alcohol-highway traffic safety system cannot be accomplished by mere lecture. Most of the workshop exercises are, therefore, based on an exchange of ideas among the participants. There are several reasons for using this approach:

1. many participants have significant expertise on the subject;

2. they are more aware of unique local conditions than are those conducting the workshop;

3. the primary objective of the workshop is to promote action and cooperation, and this requires opening lines of communication;

4. professionals may resist being provided with lecture material that they could more easily read on their own;

5. the ideas aired at the workshops may be better than those of the workshop designers.

Those conducting the workshop, therefore, should make clear to participants that they are not being told what to do but are being encouraged to exchange their ideas and develop their own plans for dealing with the drinker-driver.

ORGANIZATION OF THE MANUAL

The Manual is organized into three major parts:

I. INTRODUCTION

II. GOVERNOR'S REPRESENTATIVE AND CHAIRMAN WORKSHOP MATERIALS and

III. APPENDICES

The INTRODUCTION contains an overview of the nature of the drinking-driver problem, a synopsis of the entire Manual, and the suggested method for staffing the workshop.

The GOVERNOR'S REPRESENTATIVE AND CHAIRMAN WORKSHOP MATERIALS section provides all the materials (except for audiovisual materials and multiple copies of forms) that the Governor's Representative and his Chairman will need to use during the workshop. As the workshop progresses from the opening speeches, they need only to turn from page to page in this section to learn what they need to do or say next.

The APPENDICES section consists of three major sub-sections:

A. The Governor's Representative Pre-Workshop Instructions,

B. The Group Moderator Workshop Materials, and

C. Miscellaneous Appendices.

A. The Governor's Representative Pre-Workshop Instructions Appendix provides detailed instructions for preparing for and administering the workshop. It is critical that this section be read carefully in order to ensure that all workshop preparations are carried out efficiently and on time. The Appendix ends with a check list of tasks the Governor's Representative will need to complete prior to the workshop.

Insofar as possible, this Manual has been made completely self-executing. Whenever possible, all work involved in preparation for and in conducting the workshop has been provided in the Manual. For example, sample letters of invitation have been written in advance, speeches have been fully executed, evaluation instruments have been devised, and selection criteria for participant identification have been drawn up.

B. The Group Moderator Workshop Materials Appendix provides all the instructions that the Group Moderators who direct small group activities will need to read before the workshop and all the materials they will need to use during the workshop. It should be noted that much of their material duplicates materials previously found in the Governor's Representative and Chairman Workshop Materials section. However, this separate Appendix comprising all Group Moderator materials has been included so that the Governor's Representative will have a pre-collated section that can be duplicated as is and given to each Group Moderator. As a result of this and other section duplications, the Manual is somewhat bulky, but it was felt that size should be sacrificed for maximum self-executability and ease of implementation.

C. The Miscellaneous Appendices section provides information on audiovisual equipment, on the participants' handout folder of take-home information, and on follow-up evaluation methods for determining the success of the workshop.

STAFFING

In addition to the Governor's Representative and his staff, six other individuals will be needed to assist in directing the workshop: a Chairman and five Group Moderators.

The Chairman should be a person highly regarded by the participants and therefore it is recommended that he be a respected law enforcement professional. His role and functions have been fully detailed in Appendix A (Governor's Representative Pre-Workshop Instructions). His speeches and instructions are contained in section II, Governor's Representative and Chairman Workshop Materials. The Governor's Representative will want to give his Chairman a complete copy of this section even though several of the activities may be directed by the Governor's Representative himself. The Chairman should be given a copy of this entire section so that:

- he can gain a comprehensive overview and understanding of the entire workshop--its objectives and activities--before it begins,
- he can be familiar at all times with what is taking place and is supposed to be taking place during the workshop, and
- he can, if necessary, take over the direction of an activity or a small group discussion should the Governor's Representative or a small Group Moderator suddenly become unavailable.

The Chairman will have to spend time preparing for the workshop and will lead several of the activities.

The five Group Moderators are volunteers from among the participants. They will have to read some introductory materials prior to the workshop in order to direct the small group activities. These five moderators and two alternate Group Moderators should be selected prior to the workshop (alternates in case one or two appointed Group Moderators fail to show up). The role and functions of the Group Moderators have been detailed in the first Appendix, The Governor's Representative Pre-Workshop Instructions. Instructions explaining their tasks during the workshop may be found in the second Appendix, Group Moderator Workshop Materials.

The organizer may choose to enlist both administrative and technical support in preparing for and/or running the workshop. Such additional assistance would undoubtedly improve the caliber of the workshop. However, the Manual has been designed to be implemented by the organizer, the Chairman and the Group Moderators alone, and pilot testing has indicated that, used in this manner, the resulting workshop can provide a meaningful and exciting learning experience for all participants.

As you will see, the workshop is a dynamic experience. It has a rhythm and definite pattern of growth, and its desired effects on participants depend on maintaining this structure. Note the fact that the types of activities are varied, with as few straight lectures as possible and with as much variety from one activity to the next as possible.

This Manual was designed to serve as a resource. If you wish, all the instructions can be followed to the letter, and the resulting workshop will be successful. However, you are invited to add to it and to modify it as you see fit. However, if you choose to make changes, you should keep in mind the purpose and flow of the original design so that each of its components that you do use will mesh well with your additions.

SCHEDULE

DAY ONE

9:45 - 10:15	REGISTRATION
10:15 - 10:45	INTRODUCTIONS BY GOVERNOR'S REPRESENTATIVE AND CHAIRMAN
10:45 - 11:00	COFFEE BREAK
11:00 - 11:30	ACTIVITY #1: INTRODUCTORY EXERCISE
11:30 - 12:30	ACTIVITY #2: NATURE AND SCOPE OF THE PROBLEM
12:30 - 1:30	LUNCH
1:30 - 4:00	ACTIVITY #3: CASE STUDIES: DISCUSSION OF THE PROBLEMS AND DEFICIENCIES IN THE SYSTEMS APPROACH
4:00 -	ALCOHOL AWARENESS SEMINAR

DAY TWO

8:30 - 9:00	ACTIVITY #4: DISCUSSION OF BAC LEVELS
9:00 - 11:15	ACTIVITY #5: TEAM APPROACH TO THE PROBLEM
11:15 - 12:00	ACTIVITY #6: CURRENT APPROACHES PRESENTATION
12:00 - 12:30	WRAP-UP

SUMMARY OF WORKSHOP ACTIVITIES

REGISTRATION AND PRE-TEST

Registration is between 9:45 and 10:15 a.m. If possible, two assistants should supervise the Registration Desk where participants fill in the initial evaluation form and pick up their packets of information.

INTRODUCTIONS BY THE GOVERNOR'S REPRESENTATIVE AND CHAIRMAN

The section provides a description of the purpose of the workshop, a rough outline of events, an introduction to the principal actors, an introduction to the systems approach to solving the alcohol-traffic safety problem, and instructions for the first exercise.

ACTIVITY #1: INTRODUCTORY EXERCISE

Participants work in small groups. Collectively, they work on providing answers to a series of multiple-choice and true-false questions on the nature and scope of the problem and various countermeasures. The Governor's Representative emphasizes that, despite the form it takes, this exercise is not a quiz. In addition, each group does not submit its responses; instead, each participant records his group's answers, along with any individual comments or disagreements that he wishes to note.

In order to maintain interest, the exercise is brief. Any questions left unanswered by the group remain unanswered until Activity #2. The Governor's Representative develops a few questions dealing with his specific state, including accident rates, enforcement statistics, and countermeasure programs. At the end of the exercise, the Governor's Representative asks participants to be patient; many of their questions will be answered during the following activities.

COFFEE BREAK

Because participants are not given the correct answers to the Inventory, they may be interested in comparing their responses. A coffee break at this time gives them the opportunity to do this.

ACTIVITY #2: NATURE AND SCOPE OF THE PROBLEM

This exercise provides the factual basis for the rest of the workshop. It consists of a slide-talk followed by a film. The talk covers the most important points concerning the magnitude and nature of the drinking-driver problem. The film dramatically provides additional details about the effects of alcohol on driving.

It is especially important that this exercise follow and not precede the Information Inventory. The Information Inventory exercise should demonstrate to participants that there are relevant facts about the drinker-driver that they do not know. Without this clear indication of their lack of knowledge some participants may feel offended by the elementary nature of the points covered in this activity.

After the film in Activity #2, answer sheets for the Information Inventory are handed out. This is followed by a discussion period, during which the Governor's Representative, the Chairman, and anyone else who has something to contribute, explain any of the issues that participants have questions about. The Governor's Representative is provided with a discussion guide that contains answers to the Information Inventory questions. He must provide answers to questions about his particular state. Participants emerge from this session with an understanding of the nature and the scope of the problem on the national and state levels.

ACTIVITY #3: CASE STUDIES

This activity, following lunch, involves an examination of two case studies of typical DWI situations in which policemen are often frustrated in their efforts to impact the drinking-driver problem. Participants write how they would handle each case and then break into small groups and compare their responses. Each group then discusses what their objectives would be in handling each case, what constraints would hamper them, and what recommendations they would suggest for eliminating these constraints. At the end of the small group discussions, the large group reforms for a half-hour presentation by Group Moderators and general discussion of each groups' conclusions. The Governor's Representative comments on the agencies and actors in the overall countermeasure system that participants mentioned in their discussions of constraints and notes which other agencies were not discussed that also play an important role in the alcohol-highway traffic safety countermeasure system.

ALCOHOL AWARENESS SEMINAR

The seminar take the form of a cocktail party, with a few major variations. Two breath-analysis machines, along with trained operators, are provided. Periodically, participants have their BAC measured. The results are recorded on a tag which they wear so that the effects of various BAC levels on different people can be observed. One participant can be asked to become especially intoxicated, to either the .10 or .15 level, so that extreme intoxication can be observed.

If possible, one or two driving simulators are provided so that the effects of alcohol on driving can be simulated by the participants.

ACTIVITY #4: DISCUSSION OF BAC LEVELS

This is the first activity of the second day. It consists of a discussion of behavior and perceptions at various BAC levels, with particular attention directed to the impairment of driving ability.

ACTIVITY #5: TEAM APPROACH TO THE PROBLEM

This activity has several parts, all dealing with the interrelationships among the various actors in the countermeasure system originally discussed in Activity #3. In small groups, participants identify the actors in the system, their interrelationships, constraints operating upon them, and recommendations for eliminating these constraints.

Participants then view a film that shows the countermeasure system in action. This is followed by a large-group discussion that relates the film's message and contents to the systems approach to solving the drinking-driver problem.

ACTIVITY #6: CURRENT APPROACHES

This is a presentation of the approaches being used currently to deal with the drinking-driver problem.

WRAP-UP

A brief summary of the findings of the workshop is now presented with emphasis on the need for cooperative action among agencies. The speech also points out the usefulness of individual agency actions. The resources of the Governor's Representative's office and the National Highway Traffic Safety Administration are explained. Participants are thanked and asked to fill out a brief post-workshop evaluation form.

GOVERNOR'S REPRESENTATIVE AND CHAIRMAN WORKSHOP MATERIALS

PREFACE

Each element of the workshop is preceded by a brief capsule description. Following each capsule description are all the actual materials the Governor's Representative and the Chairman will need for that activity -- speeches, instructions, and forms (except for multiple copies of forms and audiovisual materials). The speeches and instructions for the Group Moderators are also included so that the Governor's Representative and the Chairman can always be aware of exactly what should be taking place during the workshop even when they are not the persons responsible for directing a particular activity.

SCHEDULE

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9:45 - 10:15	REGISTRATION
10:15 - 10:45	INTRODUCTIONS BY GOVERNOR'S REPRESENTATIVE AND CHAIRMAN
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11:00 - 11:30	ACTIVITY #1: INTRODUCTORY EXERCISE
11:30 - 12:30	ACTIVITY #2: NATURE AND SCOPE OF THE PROBLEM
12:30 - 1:30	LUNCH
1:30 - 4:00	ACTIVITY #3: CASE STUDIES: DISCUSSION OF THE PROBLEMS AND DEFICIENCIES IN THE SYSTEMS APPROACH
4:00 -	ALCOHOL AWARENESS SEMINAR

DAY TWO

8:30 - 9:00	ACTIVITY #4: DISCUSSION OF BAC LEVELS
9:00 - 11:15	ACTIVITY #5: TEAM APPROACH TO THE PROBLEM
11:15 - 12:00	ACTIVITY #6: CURRENT APPROACHES PRESENTATION
12:00 - 12:30	WRAP-UP

9:45 - 10:15: REGISTRATION

CAPSULE DESCRIPTION

Registration takes place between 9:45 a.m. and 10:15 a.m. If possible, two assistants should supervise the Registration Desk. Participants fill in and immediately return the initial evaluation form. Participants also pick up their packets of information at this time.

ALCOHOL-TRAFFIC SAFETY WORKSHOP EVALUATION FORM

Purpose of this form: This form is designed to assist those of us who are conducting this workshop to determine how useful it is for you and to help us to improve the workshop for future use. Therefore, we are asking you to fill out this form before the workshop and will ask you to fill out a similar form at its end.

Instructions: There are no right or wrong answers in this evaluation. Please do not put your name on the form. Try to answer all the questions but leave blank any questions you feel you cannot answer. Thank you.

Questionnaire:

1. Do you feel that the problem of alcohol-related traffic accidents is a serious one?

    ____not very serious
    ____serious
    ____very serious

2. Do you feel that a concerted effort in this country could help solve this problem?

    ____not much help at all
    ____help some
    ____help a lot

3. Do you feel that the problem is worthy of a major effort to find a solution?

    ____definitely not
    ____probably not
    ____probably
    ____definitely

4. If you answered Question #3 as "probably" or "definitely," whom would you involve in this effort? (check any or all)

    ____police
    ____prosecutors
    ____judges
    ____alcoholism treatment and rehabilitation professionals
    ____local government officials
    ____state legislators
    ____department of motor vehicles officials
    ____the general public
    ____others (specify)________________________________

5. Do you feel that police alone (without additional resources) could make any significant contribution to the solution of the problem?

____yes
____no

6. Do you feel that what police could accomplish with their present resources would be worth the necessary redistribution of effort?

____yes
____no

7. Do you feel that it would be worth the redirected effort for police to try to influence other actors (those you checked in Question #4) to work together on this problem?

____yes
____no

8. Do you feel that any direct action on your part as an individual could help to solve the problem?

____yes
____no

9. If yes, do you feel that helping to solve the problem would be worth the redirection of your personal efforts?

____yes
____no

10. Do you feel it would be worth your effort to try to influence either police or the general public to increase their efforts to solve this problem?

____yes
____no

PACKET OF INFORMATION

Instructions for compiling the packet of information for participants is explained in Appendix C2, pages III-71 -73.

10:15 - 10:45: INTRODUCTIONS

CAPSULE DESCRIPTION

The Governor's Representative opens the workshop promptly at 10:15 a.m. with an introductory speech. He then introduces the Chairman who in turn makes an introductory speech that explains the team approach to dealing with the drinker-driver. Both speeches should end before 10:45 a.m.

INTRODUCTION BY GOVERNOR'S REPRESENTATIVE

I want to welcome you to the Law Enforcement Professionals Alcohol-Traffic Safety Workshop. My name is ____________________________ and I am the Governor's Highway Safety Representative.

This workshop is one in a series on the alcohol-traffic safety problem. Other workshops (insert "have and" if appropriate) will be held for alcoholism rehabilitation and treatment professionals, for judges, and for state and local officials with responsibility for coping with the driver who drinks excessively.

Similar workshops have been and will be held in other states as part of a national, state and local effort to do something about the intolerable number of people injured and killed on our highways every day due to abuse of alcohol by automobile drivers. Police officers clearly have an important role in coping with this problem. However, they alone cannot be expected to solve it, and that is why we are conducting workshops for every significant group that has a part to play in reducing the number of alcohol-related traffic accidents.

Before I turn over the formal opening of this conference to the Chairman, I want to say a few brief words about our plans for these two days. You have been invited to attend this workshop to learn more about the nature and the magnitude of the drinking-driving problem; to become familiar with some of the more effective methods being used to cope with this problem in __________(name of state) and in other states across the nation; and to become motivated to share with each other your own thoughts about how to cope with the driver whose driving ability has been impaired by alcohol abuse. We hope you will be able to at least outline some actions you can take cooperatively after you leave the workshop that will help reduce the number of alcohol-related crashes on our highways.

Present today are law enforcement professionals from all parts of the state. Some of you may share similar opinions and thoughts about the problem, and some of you may differ.

You should understand, however, that we are not here to teach you but rather to enable you to share and elaborate with each other ideas about dealing with the drinker-driver. Some of the parts of this workshop will involve our providing you with information; this information is intended to establish a common base of knowledge so that you can work well together. But we cannot pretend that either we, or the "experts" can provide you with a solution to the drinking-driver problem. The solution must come from you and from others with responsibility in alcohol-highway traffic safety who deal with the problem first-hand.

I now want to introduce the Chairman. He is a man with whose work most of you are familiar. (Governor's Representative inserts several sentences here about the Chairman's qualifications and background.)

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Mr. ________________(Governor's Representative inserts name of Chairman.)

INTRODUCTION BY CHAIRMAN

Thank you, _________(insert name of Governor's Representative). (Ladies and) Gentlemen. Let me join with _______________ (insert name of Governor's Representative) in welcoming you to what I know will be two days of informative and productive work. I want to stress right from the beginning that we will be working -- working in the sense that we will be very busy and active, we will be tackling and trying to come up with some solutions to very tough problems, and we will accomplish things that will be of practical use to us in our official capacities.

As you know, we will be dealing with a problem of massive importance to the safety of our communities, state, and country -- the problem of the drunk or impaired driver.

Several agencies in our state share responsibility for coping with this problem. The courts, including judges, prosecutors, and probation officers, play a central role. Treatment and rehabilitation agencies are vitally important to rehabilitate problem drinker-drivers. The Department (substitute "Registry" if appropriate) of Motor Vehicles also plays an important part. So does the legislature, by virtue of the laws it passes or fails to pass and through the funds it makes or fails to make available for coping with the drinking-driver problem. The responsibility of the police lies in the manner in which they enforce the laws. Finally, public information and education programs are essential to inform the public about the extent and dangers of driving while impaired.

In short, you as police officers have a responsibility to cope with the drinking-driver phenomenon. However, we do not expect you alone to shoulder the entire burden for solving the drinking-driver problem. As ___________ (insert name of Governor's Representative) has already indicated, this conference is only one of many that (insert "have been and" if appropriate) will be held involving alcoholism rehabilitation and treatment professionals, judges and other state and local officials. In this way, we plan to involve all the groups at every administrative level who are in a position to make a significant impact on the drinking-driver problem. So what may seem to you as an isolated effort here today is in fact part of a state-wide, interdisciplinary effort. Our objective is to have all of these groups -- yours and the 4thers -- moving in complementary ways to solve the problem. You are not being singled out in this effort as the only group responsible for helping to solve the problem; rather, you are being singled out as constituting one of the many key groups who share the responsibility.

What we ultimately are seeking to achieve is the smooth functioning of all these key groups so that they work together cooperatively in a team approach to solving the drinking-driver problem. What are these other groups and what is a team approach to solving problems? Let us take a few minutes to answer these two questions.

Six key groups share responsibility for coping with the drinker-driver: law enforcement agencies, the judiciary, licensing agencies like the Department of Motor Vehicles, treatment and rehabilitation agencies, public information education agencies, and the state legislature.

Clearly, all these agencies or functions must work together smoothly and in unison if they are to be effective. This is the essence of a team approach to solving a problem: getting all the agencies and functions with responsibilities for coping with the drinker-driver to coordinate their efforts and cooperate on a systematic basis, step by step, so that duplication of effort, inconsistency of effort, and contradictory efforts do not occur.

Perhaps the best analogy to a team approach to solving problems is a football game. The objective for the offensive team is obvious: to score as many touchdowns as possible. Accomplishing this objective requires the smooth coordination of efforts among several key persons and types of persons, each of whom has a different task to perform, each of whom must be aware of what each other is going to be doing, and each of whom must be successful at what he is doing if a touchdown is to be scored. As a crude example, the blockers must, on a running play, know which way to block the opposing players; the pass receivers must act as successful decoys to clear out the field; the quarterback must call the signals, successfully decoy the opposition, and hand off to the running back; and the running back must hustle through the opening created by the blocking and then follow his other blockers. All these functions — decoying, blocking, and running — must be performed in a coordinated, effective fashion if a touchdown is to be scored. Similarly, each of the six functions with responsibility for solving the alcohol-traffic safety problem must coordinate their efforts if the drinker-driver is to be kept off the road.

Let us examine the way in which these six agencies relate to each other in a system for handling the drinker-driver. (Slide #1). This slide shows the sequence of processes, called functional areas, involved in dealing with the drinker-driver. First the offender must be detected, then charged, and then arraigned and prosecuted. Following that, the case is adjudicated, after which sanctions are imposed, whose purposes are rehabilitation and prevention of recidivism. In practice, each of these areas involves different people, often in different departments or agencies. The police are primarily involved in detection and charging. The prosecutor or District Attorney handles arraignment and prosecution. The courts, including both judges and juries, adjudicate the case. All these actors, in addition to rehabilitation and treatment personnel, can be involved in rehabilitation and prevention of recidivism.

In addition, there are three main areas of support functions which contribute to the effectiveness of the system throughout all the functional areas. (Slide #2) Legislation and administrative regulations lay the groundwork for the entire system, providing the resources and defining proper and improper procedures. Public information and education not only makes the jobs of the various actors easier, but also leads to more effective legislation and administrative regulations. Management and Evaluation are necessary aspects of any effort of any sort. In the system we are describing here, they provide a means of organizing and coordinating large efforts and of using only the most effective tools.

Now, we will take a closer look at what happens in each step of the process of handling the drinker-driver. Each slide we will show is a part of a large overall chart which is a graphic representation of the total alcohol-traffic safety system in operation. With few exceptions, everything that can happen in an individual's interaction with the various agencies that deal with the drinker-driver is represented on this chart, by a line running through a series of one or more boxes. A drinker-driver can be thought to start at the top of the chart and go through a series of processes represented by boxes. We will show the part of the chart encompassing each functional area in the process separately, and at the end we will see how the pieces fit together.

Detection: (slide #3) The drinker-driver may be either impaired or not impaired. In either case, he may be detected; if he is not impaired, detection will probably occur through some other action on-view. If the driver is detected, he is stopped and probably asked to take a BAC test. He has the choice of refusing.

Charging: (slide #4) The driver can be released, he can be charged with a lesser offence, or he can be charged with DWI. All of these options are open whether he took a BAC test or not. The automatic suspension of license following refusal is noted below, under adjudication.

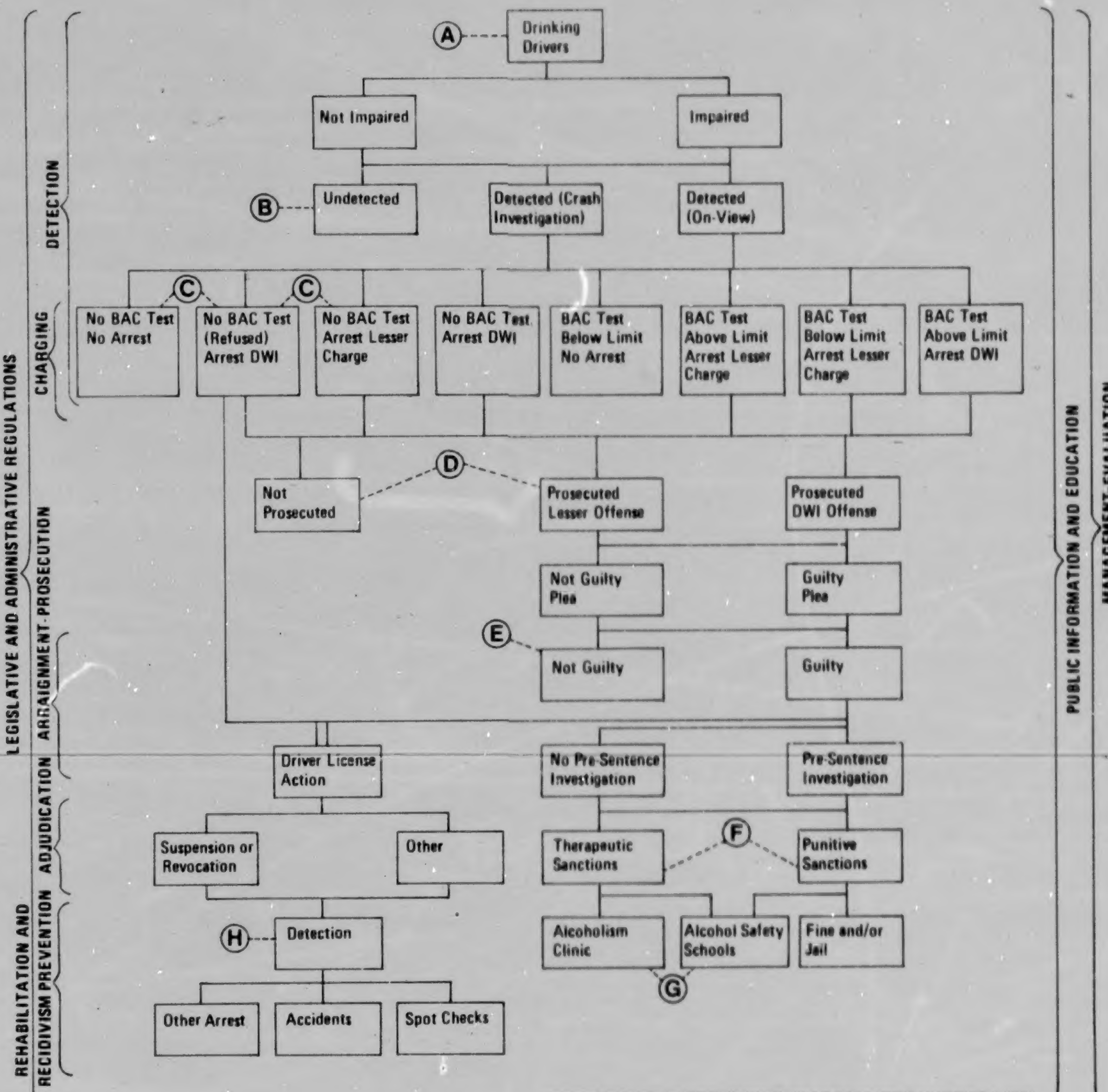
Arraignment and Prosecution: (slide #5) If charged with either DWI or a lesser charge, he can plead either guilty or not guilty.

Adjudication: (Slide #6) He can be found guilty or not guilty of either the DWI charge or the lesser charge. If he is found guilty of DWI, there is a license action; there may also be a pre-sentence investigation.

Rehabilitation and Prevention of Recidivism: (slide #7) On the left are the license actions. License action and other sanctions can be applied simultaneously. Following license action, there must be some mechanism for enforcement which requires detection, either through spot checks, other arrests, or accidents. Meanwhile, the system often includes both therapeutic and punitive sanctions, which also can be applied simultaneously.

This last slide (slide #8) shows the complete system. You will find a copy of this chart in an article in your folder entitled "Section IV: System Deficiencies and Recommended Corrective Countermeasures." As you can see, the chart is too complex for us to cover it again in detail. Keep it in mind as a useful reference, however, for thinking about the various steps through which people arrested for DWI pass. It also illustrates graphically how all the involved agencies must coordinate their efforts in a systems approach to solving the drinking-driver problem.

SYSTEM FUNCTIONS FOR HANDLING DRINKING DRIVERS


LEGISLATIVE AND ADMINISTRATIVE REGULATIONS
REHABILITATION AND RECIDIVISM PREVENTION
DETECTION
CHARGING
ARRAIGNMENT-PROSECUTION
ADJUDICATION
PUBLIC INFORMATION AND EDUCATION
MANAGEMENT-EVALUATION
A
Drinking Drivers
Not Impaired
Impaired
B
Undetected
Detected (Crash Investigation)
Detected (On-View)
C
C
No BAC Test No Arrest
No BAC Test (Refused) Arrest DWI
No BAC Test Arrest Lesser Charge
No BAC Test Arrest DWI
BAC Test Below Limit No Arrest
BAC Test Above Limit Arrest Lesser Charge
BAC Test Below Limit Arrest Lesser Charge
BAC Test Above Limit Arrest DWI
D
Not Prosecuted
Prosecuted Lesser Offense
Prosecuted DWI Offense
Not Guilty Plea
Guilty Plea
E
Not Guilty
Guilty
Driver License Action
No Pre-Sentence Investigation
Pre-Sentence Investigation
Suspension or Revocation
Other
F
Therapeutic Sanctions
Punitive Sanctions
H
Detection
Alcoholism Clinic
Alcohol Safety Schools
Fine and/or Jail
G
Other Arrest
Accidents
Spot Checks

DEFICIENCIES IN ENFORCEMENT OF DRINKING DRIVING LAWS

Ⓐ----Lack of Knowledge regarding Drinking and Driving
Ⓑ--Inadequate Detection of Drinking Drivers
Ⓒ----Insufficient Chemical Testing
Ⓓ--Failure to Prosecute DWI Drivers
Ⓔ----Failure to Convict DWI Drivers
Ⓕ--Insufficient Penalities for DWI
Ⓖ----Inadequate Treatment for Problem Drinkers
Ⓗ--Lax Enforcement of Driving Suspensions

However, even though many of your efforts depend on cooperation and coordination with the legislature, alcoholism rehabilitation and treatment clinics, DMV, and public information and education agencies, there are many positive actions you can take independently to help solve the problem. Some of you are already engaged in such activities. We expect you to share with each other information about what seems to work best for you, as _____________ (insert name of Governor's Representative) has already mentioned. We will also have some suggestions for you on what you can do independently of what other groups may or may not do.

So there are two ways you should look at what you can do about the problem: You should view your efforts as part of a larger, coordinated effort that is being mounted by all involved groups; and you should view them in terms of what you can do independently of these other groups.

If this is how we hope you will look at your role in helping cope with the drinking-driver phenomenon, how will this conference help you cope? It will help you in at least two ways:

One, it will provide you with the latest information about the nature of the alcohol-traffic safety problem -- how severe the problem is and how alcohol abuse can affect driver and pedestrian safety.

Two, the workshop will help you cope with the drinking-driver problem by clarifying the actions you can take in cooperation with each other to help solve it. We hope to achieve this clarification by encouraging you to share with each other the actions you have already found to be effective and by presenting some of the various interagency procedures around the country that seem to be effective in reducing the number of alcohol-related traffic accidents.

Through these two methods -- your sharing information with each other and our providing you with other ideas -- we hope you will leave at the end of the conference with some new and specifically coordinated plans of action to put into practice. For it is clear that while we alone cannot solve the dilemma of the problem drinker-driver, if we don't play _our_ crucial part, the problem will never be solved.

Before we turn to our first activity, let me give you a quick rundown on such vital matters as location of coffee, water fountains, restrooms, lunch, and other logistical problems. With the exception of lunch, feel free to take advantage of these facilities as often as you like.

(The Governor's Representative, when he knows what facilities will be available, fills in this section indicating the availability of these items and their locations.)

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And now I'll turn the meeting back to ______________ (insert name of Governor's Representative), and he will introduce the first activity.

11:00 - 11:30: INTRODUCTORY EXERCISE

CAPSULE DESCRIPTION

The workshop divides into small groups led by the Group Moderators. Using an Information Inventory Form, the members of each small group jointly answer as many questions as possible during the time allotted. Each person notes on his question sheet his group's responses, as well as any personal comments. None of the answer sheets are handed in, but for the sake of coordination the Group Moderators take written or mental notes of their groups' responses.

ACTIVITY #1

GENERAL INSTRUCTIONS FOR GOVERNOR'S REPRESENTATIVE AND GROUP MODERATORS

This exercise involves answering questions on an information survey. Each group jointly answers as many questions as it can in the time allotted. The Group Moderators note their group's answers and facilitate discussion concerning them. They keep the group moving from question to question and prevent spending too much time on any one question. They point out that the answers will not be collected and therefore it is not important to make sure they are all absolutely correct. It is advisable for participants to record their group's answers on their question sheets along with any disagreements or comments they may have. These will be helpful during the discussion period later. Following the next activity, which will provide answers to many of the questions in the Information Inventory, each participant will be provided with an answer sheet and an opportunity to discuss further any of the questions.

This activity serves two purposes. It involves participants in group work. To facilitate this, the Group Moderators should have each member of their group introduce each other briefly at the beginning of the activity. The activity also demonstrates the extent to which participants have (or lack) an understanding of the scope and nature of the problem. The form of the exercise is that of a quiz. However, the Governor's Representative should attempt to remove any feelings of quiz-like pressure.

The Governor's Representative can improve this exercise by adding to it questions about the drinking-driver situation in his state. A form on which to summarize these data is provided in Activity #2.

SAMPLE INTRODUCTORY SPEECH BY GOVERNOR'S REPRESENTATIVE

For our first exercise, I would like to ask you to divide into small groups. Your name tags indicate which small group you belong in. (Indicate where each group meets.) Each of you will be given a list of multiple-choice and true-false questions. This is not a quiz. Rather, it is designed to determine what you think the facts are about drinking and driving and to allow you to see what kinds of questions merit further investigation. Together, each group is to come up with as many answers as it can in 20 minutes. You will record your answers on answer sheets. These sheets will not be collected but will serve as the basis for later discussion. While you may know the answers to many of the questions, you may have to make educated guesses about some.

After completing the exercise we will have a coffee break and then a presentation that will answer many of the questions raised by the exercise. After that, we will distribute answer sheets which will provide the basis for an open discussion. Therefore, each of you will probably want to note on your question sheet your group's responses and any additional comments you would like to make.

LIST OF QUESTIONS FOR ACTIVITY #1: INFORMATION INVENTORY

1) What is the Blood Alcohol Concentration (BAC) level presumptive of legal intoxication in this state?

a) .05%
b) .08%
c) .10%
d) .15%
e) .20%

2) Approximately how many drinks (one-ounce shot of 86 proof whiskey, twelve-ounce can of beer, or four-ounce glass of wine) would a 175-pound man have to consume to reach this BAC? Assume that he drinks them within an hour's time and that he has not eaten for at least three hours.

a) three
b) six
c) nine

3) Which of the methods listed below effectively sober up a person so that he will be able to drive safely? (circle one or more)

a) black coffee
b) waiting as long as is necessary
c) cold shower (or a dip in a swimming pool, lake, etc)
d) hot shower, steam bath, sauna
e) a shock (like an auto accident, or near miss)
f) exercise
g) fresh air
h) none of the above

4) True or false: One or two drinks of alcohol sharpen your driving skills.

5) When a 175-pound man has had nine standard drinks on an empty stomach two hours before driving, what do you think his chances are of being involved in an accident?

a) 2 times greater than when he is sober
b) 5 times greater than when he is sober
c) 25 times greater than when he is sober

6) In most states, what proportion of the drivers arrested for driving while intoxicated do you think have had a previous arrest for DWI?

a) 1 in 2
b) 1 in 10
c) 1 in 25

7) In most states, what percentage of the drivers arrested for DWI do you think are already known to community service agencies for having other alcohol problems?

a) 10%
b) 50%
c) 80%

8) Approximately how many people were killed last year in traffic accidents in this country?

a) 5,000
b) 25,000
c) 50,000
d) 100,000

9) Approximately what percentage of these deaths involved drinker-drivers or drinking pedestrians?

a) 25%
b) 50%
c) 75%

10) What percentage of those accidents in which blameless drivers were killed were caused by drinking drivers?

a) 15%
b) 45%
c) 75%

11) On the average, people arrested for DWI have Blood Alcohol Concentrations that would result from a 175-pound man drinking how many drinks in an hour?

a) 3
b) 6
c) 10

12) Alcohol is medically considered:

a) a stimulant
b) a depressant
c) both
d) neither

13) In California a study was made of the records of traffic violations of all types. What percentage of people who had had their licenses revoked were caught driving without a license?

a) 15%
b) 35%
c) 65%

14) True or false: In most states, when a person is stopped for a DWI violation, his record is usually checked for previous violations (at least those violations which took place within the state).

15) True or false: In most states alcohol is involved in more run-of-the-rill crashes than in serious crashes.

16) True or false: Alcohol-related crashes typically involve drivers with BACs that are at very high levels rarely found among drivers who do not get into accidents.

17) What proportion of adult pedestrians hit by vehicles are under the influence of alcohol?

a) 10%
b) 40%
c) 80%

18) True or false: Since few alcoholics own cars, they do not contribute significantly to the drinking-driver problem.

19) True or false: Very few convicted drinker-drivers have ever been involved in any crime (such as drunk and disorderly) other than DWI.

20) True or false: Two-and-a-half times as many people are killed in alcohol-related automobile accidents as are killed in willful murders.

21) True or false: Five times as many people are injured in alcohol-related car accidents as are hurt in crimes against persons (muggings, assaults, etc.).

11:30 - 12:30: NATURE AND SCOPE OF THE PROBLEM

CAPSULE DESCRIPTION

In this activity there is a brief slide presentation by the Chairman about the magnitude of the national alcohol-highway traffic safety problem. It is followed by a film, Point Zero Eight, which describes a driving experiment conducted in Canada and shows the effects of alcohol on driving ability. Following the film presentation, the Governor's Representative distributes the Information Inventory Answer sheet and conducts a brief discussion in which he reviews the answers to the questions participants dealt with in Activity #1.

CHAIRMAN'S SPEECH

Our second activity today is a brief overview of the entire drinking-driver problem. Most of you are familiar with at least some of the facts we are about to present. We want, however, to review them so that we will all have the same basic information necessary to engage in the other workshop activities. Also, you will be able to use much of this information after the workshop to describe to others the nature and extent of the drinking-driver problem.

Almost every American adult drinks sometimes. Almost every American adult drives sometimes. And a large number of adults who do both sometimes drive after drinking. The problem is that a small percentage of these individuals who drive after drinking have been drinking excessively. This percentage, small as it is, is involved in 28,000 automobile deaths each year. (Slide II-1) This means that in two years, the American death toll from impaired and drunk drivers is as high as the total American death toll in the entire Vietnam war. Nearly 70 people are killed every day in alcohol-related accidents, or nearly three people every hour.

Seen from another point of view, each year highway deaths exceed willful murders by a ratio of five to one. Highway fatalities annually are equivalent to the total depopulation of a medium-sized city or large suburb in a natural disaster. In other words, when measured against other forms of disaster such as war, murder, floods, and epidemics, alcohol-related traffic fatalities rank extremely high in the magnitude of the number of people killed. (Governor's Representative inserts local statistics here.)

I have noted that driving after excessive drinking is responsible for many deaths and accidents. But what is excessive drinking?

First, it should be noted that drinking and driving can mix when the drinking is moderate or when enough time elapses between the time a person drinks and the time he drives. The one or two drinks a social drinker may have with dinner are not likely to affect his driving ability significantly. How many drinks will? Please remember that throughout this discussion, and indeed throughout the entire workshop, when we say "a drink," we will mean a one-ounce shot of 86-proof whiskey, a twelve-ounce can of beer, or a four-ounce glass of wine. These are all approximate equivalents in terms of pure alcohol content. (Slide II-2) Drinks served in people's homes, however, are often larger.

Alcohol-traffic safety experts have conducted enough tests to have a fairly good idea of how many drinks impair a person's ability to drive safely. They have determined this number by studying how much alcohol a certain number of drinks leaves in a person's blood stream. The percentage of alcohol in someone's blood stream is called his Blood Alcohol Concentration, or BAC for short. The point is that alcohol affects people only when it enters their blood stream and only when it has reached a certain level in their blood stream.

Only four things can affect the amount of alcohol in a person's blood -- that is, his BAC. (Slide II-3) They include the following:

1. The amount of alcohol he drinks. As previously noted, one beer, one glass of wine and one mixed drink all contain approximately the same amount of pure alcohol. However, certain cocktails (like martinis and manhattans) that combine two types of alcohol contain more pure alcohol than a can of beer or a glass of wine.

2. Whether the person has eaten before drinking. If he has eaten, the food will slow down the passage of the alcohol into the small intestine and the blood stream.

3. How much a person weighs. Very simply, the more someone weighs, the more blood he has. And the more blood a person has, the more he must drink to reach the same BAC level as someone who has less blood -- that is, who weighs less.

4. How long the person waits. The longer a drinker waits before driving, the more time his liver has to convert the alcohol into carbon dioxide, which is breathed out, and into water, which passes out as urine.

Nothing else affects a person's BAC. Cold showers, drinking hot coffee, and a host of other so-called "cures" for intoxication are all myths. They don't do a thing to affect the amount of alcohol in a person's blood stream or to modify the alcohol's effects on his behavior.

So, to get back to our original question: How many drinks impair an operater's ability to drive a car safely? (Slide II-4) According to the law in most states, a BAC of .10 or higher is presumptive evidence of intoxication. For a 175-pound person to achieve a BAC of .10, he has to have had 5-7/2 drinks in one hour, or six drinks in a two-hour period. This is the case if he has not eaten in three hours; if he has eaten, it will require more alcohol for him to reach that BAC level.

You all have a BAC chart in your folder of materials. (Slide II-5) Take out your chart and compute, on the basis of your own weight, how many drinks _you_ would have to take before you reached a BAC of .10 and were presumed to be legally drunk. Do this by setting the dial in the window at the bottom to .10 at the one-hour mark.

(Pause while they do this; explain further if necessary, using slide. Keep in mind that the BAC chart in the slides may be slightly different from the ones you have been able to obtain and distribute to participants.) Now look across the line that says "Weight in Pounds" until you arrive at your weight. (Pause again.) Then read the figure in the "Number of Drinks" column right underneath your weight. This is the number of drinks _you_ would have to take to be considered legally intoxicated in this state. (Speaker will have to revise this description accordingly if the state law defines .15 or .08 as the BAC level presumptive of legal intoxication.) Now you can reverse this procedure. (Slide II-6) Turn the dial until "three drinks" appears right above your body weight. Then look down at the window and determine, according to each half hour of time that passes, what your BAC would be. (Pause while they do this.)

Now let's relate this information about how many drinks you must have drunk to be considered legally intoxicated to the drinking-driver problem. One study indicated that more than half of the people arrested for driving while intoxicated have BACs of over .20.[1] In our example of a 175-pound person who has not eaten recently, it would take ten drinks in an hour to reach a BAC level of .20. In the same study, over 97% of DWI arrests involved people with BACs over .15. (Slide II-7) At a BAC level of .15, a person is 25 times more likely to have a car accident than if he were sober.[2] In comparison, the same person, having three drinks and a BAC level of .06, is only about twice as likely to have an accident than if he or she were sober.[3] Having any more than 1-1/2 drinks within an hour of driving will affect a person somewhat, but the degree to which he will be affected varies greatly.

Who are the problem drinker-drivers? By and large they are not social drinkers. True, the social drinker sometimes gets really drunk and then drives. Sometimes he kills people, but generally speaking the social drinker does not drive at BAC levels comparable to those of people arrested for DWI. (Slide II-8) What careful studies have shown is that more than two-thirds of alcohol-related fatalities involve so-called problem drinkers.

That represents over 18,000 deaths each year. So who are these problem drinkers?

Generally, they are people whose drinking in some way creates a problem, financial, emotional, or social -- such as driving when drunk. Problem drinkers are sometimes alcoholics. Most people think that a true alcoholic is always too drunk to drive and too poor to gain access to a car. This is true of skid row alcoholics, but only 5% of all alcoholics are derelicts. Most alcoholics live in homes or apartments and manage to drive, often regularly. A person can be dangerously drunk and still manage to get a car moving, as you well know.

Problem drinkers are also those drinkers who, while not necessarily alcoholics, do drink to excess at times, causing problems for themselves, their families and sometimes for the public.

It is these alcoholics and other problem drinker-drivers who are responsible for most alcohol-related accidents. (Slide II-9) For example, one study revealed that 80% of those arrested for DWI had histories of drinking problems, 60% had more than one previous alcohol-related arrest, and 35% had more than four.[4] Most drivers arrested for DWI are not social drinkers who happened to have "one too many"; they are drinkers who regularly or frequently get drunk - and then drive afterwards.

It is primarily these alcholic and problem drinker-drivers that we need to get off the road, not just the immoderate social drinker. We plan to discuss methods for accomplishing this during the workshop.

(The Governor's Representative should now introduce statistics about his particular state's drinking-driver problems and indicate how they corroborate the national statistics or, if they do not replicate them, discuss why a discrepancy exists.)

Clearly this is a problem for several agencies - namely, those referred to earlier by the Governor's Representative. We will be discussing the function of all these agencies and parts of the system: the courts, the police, the legislature, rehabilitation-treatment and public information and education agencies, and the motor vehicles department.

I will expand on two of these functions at this time because they have too often been neglected by people who deal with the drinking-driver problem. These functions are the rehabilitation-treatment and the public information and education functions.

Problem drinking is increasingly coming to be recognized as a disease, rather than as a crime or a sin. Research is constantly being conducted to discover its causes and cures. To date there is little agreement among the authorities about what causes problem drinking and even less agreement about how to treat it. However, there are indications that problem drinkers can often be helped through treatment programs that may use counseling, psychotherapy, drugs, group support (such as Alcoholics Anonymous), or some combination of these. It is important not to view the alcoholic and the problem drinker-driver as incapable of changing. Given the right treatment, many can be significantly helped to avoid abusive drinking.

ACTIVITY #2

What this means in terms of the drinking-driver problem is that we must draw rehabilitation-treatment agencies into the overall effort to cope with the problem.

Public information and education campaigns must also be built into the overall effort. The public is ignorant about the severity of the problem, often believes that we are "out to get" the social drinker, and frequently feels that not much can be done about the problem anyway. All of us must take action to dispel this lack of understanding. At least twice during the workshop we will return to this central theme of educating the public to the necessity of taking effective action to reduce the number of alcohol-related accidents on our highways.

We are now going to view a film that graphically illustrates the relationship between drinking levels, BAC, and impaired driving ability. In the film actual driving tests are conducted in which skilled racing drivers take driving skill tests when sober. They then drink varying amounts of alcohol and try to perform the same driving skill tests again. You should know that this film was produced in Ontario, Canada where the BAC level presumptive of legal intoxication is .08. After the movie, we will have a few moments to answer questions you may have about the effects of drinking on a person's driving ability.

SHOW FILM, POINT ZERO EIGHT

(During film, pass out Information Inventory answer sheets.)

As you could clearly see, even relatively small amounts of alcohol and low levels of BAC can affect a driver's ability to drive carefully. We have time now for a few questions about the effects of drinking on driving.

FOOTNOTES

1. Shupe, L.M. and Pfau, R.O.: "Who Are These Drinking Drivers?" Proceedings of the Fourth International Conference on Alcohol and Traffic Safety, December 6-10, 1965, Indiana University, Bloomington, 1966, pp. 62-82.

Waller, J.A.: "Drinking Drivers and Driving Drinkers - the Need for Multiple Approaches to Accidents Involving Alcohol," in Selzer, M.L., Gikas, P.W. and Huelke, D.F. (eds): The Prevention of Highway Injury; Highway Safety Research Institute, University of Michigan, Ann Arbor, 1967, pp. 30-37.

Hyman, M.: "The Social Characteristics of Persons Apprehended for Driving While Intoxicated," presented at the 95th Annual Meeting, American Public Health Association, Miami Beach, Florida, October 26, 1967.

2. Borkenstein, R.F., Crowther, R.F., Shumate, R.P., Ziel, W.B., and Zylman, R.: The Role of the Drinking Driver in Traffic Accidents, Department of Police Administration, Indiana Unversity, Bloomington, Indiana, March 9, 1964.

3. Ibid.

4. Waller J.A.: "Identification of Problem Drinking Among Drunken Drivers," Journal of the American Medical Association, 200 : 114-120, April 10, 1967.

NOTE: All studies quoted in Manual are summarized in the Department of Transportation 1968 Alcohol and Highway Safety Report to Congress.

DISCUSSION GUIDE FOR DRINKING-DRIVING INFORMATION SURVEY

1. In most states, it is now .10. In two states, and in Canada and in Great Britain, it is .08. In some European countries, including Sweden and Poland, it is .05. Some of the responses may indicate a level of .15 which was the previous level presumptive of intoxication in many states, some of which have only recently changed theirs.

The BAC is measured in three ways: blood test, breath test, and urine test. If the actual amount of alcohol present in the blood is calculated it is a great deal less than the amount consumed. For instance, .05% is less than one-twelfth of an ounce of alcohol in the blood. This is because most of the alcohol does not remain in the bloodstream but is breathed out as carbon dioxide and discharged in urine.

2. The correct answer is (b), 6. According to the formula we have used, a 175-pound man would require five-and-a-half standard drinks within an hour to reach a BAC of .10. If he has eaten during the past three hours, he would require even more alcohol to reach that level. It should be noted that in most homes, the average drink contains considerably more than one ounce of alcohol. Mixed drinks involving two or more types of alcoholic beverages have even higher amounts of alcohol. Similarly, fortified wines, such as sherry and muscatel, have greater amounts of alcohol than indicated in the answer to the question.

3. The correct answer is (b). Only time can increase sobriety, at a rate of about one hour for each standard drink. Since alcohol is principally metabolized in the liver, even exercise, which usually increases metabolism, does not help. How a person feels is not an indication of how drunk he is; many drunks will strenuously deny that they are drunk. And while such things as a shock or a cold shower may enable a person to appear and feel sober, his driving (and other) capabilities are still seriously impaired.

4. False. This is a common belief, but it is untrue. In most cases, a drink or two will have no serious effect on driving ability. However, even at low BAC levels (.02 - .05) such tests as visual tests, car positioning tests, coordination tests, and comprehension tests have indicated the possibility of definite impairment in driving situations. These reactions were noted at low BAC levels of .02 and were sometimes pronounced at .05. Those who drove best at the .02 -.05 level were habitual drinkers, but all drivers tested performed equally poorly at the .10 level. Remember also that in these tests those who performed best at low BAC levels were the least likely to remain at those levels in a non-laboratory situation. There is no statistical evidence correlating low BACs (.05) with crashes, largely because crash victims are rarely tested for BACs unless they appear seriously impaired.

5. The correct answer is (c), 25. The Chairman should point out that this is an example of a "guessing" question for which none of the participants is expected to know the correct answer. The statistic is from a study by Borkenstein, et al., "The Role of the Drinking Driver in Traffic Accidents," reported in the Department of Transportation 1968 Alcohol and Highway Safety Report. The graph indicates that, for all crashes, probability is double at .06. The probability of being in a single-vehicle crash is always higher — twelve times higher at .10.

6. The actual percentage in a 1965 Oakland, California study was 45%, or nearly 1 in 2. The study is cited in the Department of Transportation 1968 Report, as are most other findings in this survey. Among people with no crashes and no citations, only 2% had been arrested for DWI. Among those with run-of-the-mill violations, only 9% had DWI records.

7. The correct answer is (c), 80%. This is a finding from the same Oakland study. While other studies, conducted where the social service agencies might not be as effective, may show a lower percentage, the Oakland findings effectively demonstrate that the typical person arrested for DWI is not an average member of the driving public. The percentage for run-of-the-mill violations was 30% and that for no crashes or violations was 10%.

8. The correct answer is (c), 50,000, although the actual figure is over 56,000 and rising each year. Driving is becoming safer in terms of deaths per miles driven, but because people are on the average driving more than in the past the chances of an individual being killed are still about the same. The rise in the total number of deaths reveals that not only do more people drive, but they drive further than before.

9. Nearly 50% of highway fatalities occur in alcohol-related crashes. Usually alcohol is implicated only in cases where the driver's BAC exceeded .05. In one series of studies, between 39% and 50% of the drivers killed in all auto crashes had BACs in excess of .10, and between 29% and 37% had BACs above .15. In other words, traffic fatalities are not related merely to drinking but to drinking in large amounts.

10. The actual figure is 44%, so the correct response is (b). The study was conducted by the Dade County, Florida, Coroner's Office, and the finding was noted in the 1968 Report. Another researcher concluded, "The drinking driver ran into others four times as often as he was run into. The proportion of rammers among the drinking drivers was significantly greater than the proportion among the non-drinking drivers...."

11. In several studies the average BAC for people arrested for DWI was between .17 and .20. For a 175-pound man this would require 10 standard drinks, so the correct answer is (c).

12. Chemically and medically, alcohol is considered a depressant. That is, it progressively lowers the activity of the brain. Many people incorrectly consider it a stimulant because one of the first areas of the brain to come under its influence, and therefore to be depressed, is the area controlling inhibitions. A reduction of these inhibitions often creates a euphoria which is misinterpreted as stimulation.

13. The correct answer is (c), 65%. Among those who merely had their licenses suspended, the fraction was only one in three. It is possible that, feeling they have little else to lose, drivers who have had their licenses revoked are still more likely to continue to drive. It is probable that drivers who have had their licenses revoked have attitudes and behavior patterns more consistent with violating traffic laws than are the attitudes of those drivers with suspended licenses.

14. False. One study indicated that the record of a person committing a violation is examined in perhaps as few as one out of eighty cases. This figure, of course, varies greatly from state to state. The problem is that record-keeping facilities are not readily available and accessible to those involved in processing the violation. In addition, almost no facilities are available for checking on the records of another state, at least not on a regular basis.

15. False. There is a direct relationship between the severity of an accident and the likelihood alcohol was involved. In one study mentioned in the 1968 Report, 83% of the drivers involved in run-of-the-mill crashes had not been drinking at all, and only 6% had BACs above .10.

16. True. About half of the drivers killed in crashes had BACs above .10. About one-fourth of those seriously injured had BACs above .10. Among random drivers tested at the time and place of fatal crashes, about 2% had BACs in these ranges.

17. The correct answer is (b). In one series of studies quoted in the 1968 Report, 33%-43% of fatally injured pedestrians had BACs above .10. Among pedestrians in the same place at the same time, about 9% had concentrations at that level. The fact that such a high proportion of all pedestrians had such high BACs indicates that many of these accidents occur outside bars or in areas with many bars nearby.

18. False. Derelicts do not, as a rule, own cars, but they account for fewer than 10% of all the alcoholics in the country. One study in the 1968 Report indicated that 60% of drinker-drivers judged to be responsible for fatal crashes were alcoholics.

19. False. In the Oakland study those arrested for DWI had an average of about 1.8 non-alcohol-related arrests, in addition to about 4.6 alcohol-related arrests (including DWI).

20. True

21. True

INSTRUCTIONS TO GOVERNOR'S REPRESENTATIVE ABOUT THE INVENTORY ANSWER SHEET:

Because you will develop some additional questions and because some answers (those, for example, about presumptive BAC levels) will vary from state to state, you may have to rewrite this answer sheet. The complete answer sheet should be distributed during the showing of *Zero Point Eight*. This will eliminate some questions about straightforward facts and allow you to concentrate on the implications of these facts. In addition, the Inventory and the answer sheet may serve as a useful tool for participants for educating their colleagues or the general public.

SAMPLE ANSWER SHEET

The following answers are correct for a state with a BAC of .10 presumptive of intoxication:

1. c
2. b
3. b
4. false
5. c
6. a
7. c
8. c
9. b
10. b
11. c
12. b
13. c
14. false
15. false
16. true
17. b
18. false
19. false
20. true
21. true

LOCAL INFORMATION SUMMARY

These forms provide a basis for summarizing the drinking-driver situation in your local area. They may be modified to include additional information or to eliminate information that is either unavailable or unnecessary. Where local data are not available, use state data. The completed forms should be handed out at the same time as the Information Inventory answer sheets. A few questions at the beginning of the Information Inventory should deal with the situation in your area, and one question should definitely deal with the alcohol-related crash fatality rate. In addition, these same facts should be used in the speech dealing with the nature and magnitude of the problem and elsewhere in the workshop where appropriate.

I. THE DRIVING POPULATION

Responding area ______________________

Year of data	1970	1971	1972
Total number of licensed drivers			
Total number of registered vehicles			

II. ACCIDENT STATISTICS

Total number of crashes

1970	1971	1972

Number of alcohol-related crashes

1970	1971	1972

Number of property-damage accidents

1970	1971	1972

Number of alcohol-related property-damage accidents

1970	1971	1972

Number of personal-injury accidents

1970	1971	1972

Number of alcohol-related personal-injury accidents

1970	1971	1972

Number of people injured

1970	1971	1972

ACTIVITY #2

Number of fatal accidents

1970	1971	1972

Number of alcohol-related fatal accidents

1970	1971	1972

Number of people killed

1970	1971	1972

Number of people killed who registered some BAC (including drivers, passengers, cyclists and pedestrians)

1970	1971	1972

Number of drivers killed

1970	1971	1972

Number of drivers killed who registered some BAC

1970	1971	1972

Number of drivers killed In single-car accidents

1970	1971	1972

Numbers of drivers killed in single-car accidents who registered some BAC

1970	1971	1972

Total estimated cost of crashes

1970	1971	1972

Total estimated cost of alcohol-related crashes

1970	1971	1972

III. DRUNK DRIVING ARREST STATISTICS

Note: DWI, DUIL, DWAI, etc., all refer to "drunk driving."

	1970	1971	1972
Total number of arrests for drunk driving			
Number of people arrested for drunk driving whose BAC was under .10			
Number of people arrested for drunk driving whose BAC was .10 to .14			
Number of people arrested for drunk driving whose BAC was .15 or above			
Number of people arrested for a second drunk-driving offense (or more)			
Number of breath tests given			
Number of breath tests refused			
Number of other chemical tests given Tests used __________________			
Number of accidents resulting in drunk-driving arrests			

1:30 - 4:00: CASE STUDIES

DISCUSSION OF THE PROBLEMS AND DEFICIENCIES IN THE SYSTEMS APPROACH

CAPSULE DESCRIPTION

This activity, following lunch, involves an examination of two case studies of typical DWI situations in which policemen are often frustrated in their efforts to impact the drinking-driver problem. Participants write how they would handle each case (15 minutes) and then break into small groups and compare their responses. Each group then discusses what their objectives would be in handling each case, what constraints would hamper them, and what recommendations they would suggest for eliminating these constraints. (90 minutes) At the end of the small group discussions, after a coffee break, (15 minutes) the large group reforms for a presentation by Group Moderators and general discussion of each group's conclusions. (45 minutes) The Governor's Representative comments on the agencies and actors in the overall countermeasure system that participants mentioned in their discussions of constraints. He can then point out which agencies were not discussed that also play an important role in the alcohol-highway traffic safety countermeasure system.

INSTRUCTIONS FOR GOVERNOR'S REPRESENTATIVE AND CHAIRMAN

OVERVIEW

This activity is designed to:

- increase police officers' awareness of alternate and creative methods for handling common alcohol-traffic safety offenses; and
- facilitate and foreshadow a forthcoming discussion (Activity #5) of the systems approach to alcohol-traffic safety countermeasures by generating discussion about some of the other agencies in the system besides law enforcement and about the functions these other agencies play in the overall system.

SPECIFIC INSTRUCTIONS

For this activity you will perform four tasks:

1. Introduce the activity in a brief speech. A sample speech is provided.
2. When participants have finished writing their responses to the case studies, instruct them to report to the small groups listed on their programs or name tags.
3. During the small group discussions, move from group to group and listen in. Take part only if necessary and do not dominate the discussion or distract participants from its objectives.
4. At the end of the small group discussions, reform the large group and direct a half-hour follow-up discussion.

DIRECTING THE FOLLOW-UP DISCUSSION

When an hour is left in the activity, declare a short coffee break. Then reform the large group and ask the Group Moderators, one by one, to take 5 minutes to report the conclusions reached on:

- how their groups would handle the case,
- what objectives they would be seeking to achieve,
- what constraints would hinder them from achieving their objectives, and
- what recommendations they would suggest for eliminating those constraints.

After each set of conclusions has been reported by each Group Moderator, open the floor to discussion. Review with participants all the agencies and actors they have identified in their discussion of constraints as being part of the countermeasure system. If any have been omitted, indicate the omissions at this time. Conclude the activity by noting that the following morning will be devoted to a detailed examination of the other actors in the alcohol-traffic safety countermeasure system that participants may have inadvertantly mentioned already in their small group discussions.

The Chairman can record the results of the Group Moderators' presentations on the following Case Study Summary Sheet.

ACTIVITY #3

CASE STUDY SUMMARY SHEET

OBJECTIVES

1. ______________________________
2. ______________________________
3. ______________________________
4. ______________________________
5. ______________________________
6. ______________________________
7. ______________________________
8. ______________________________
9. ______________________________

CONSTRAINTS

1. ______________________________
2. ______________________________
3. ______________________________
4. ______________________________
5. ______________________________
6. ______________________________
7. ______________________________
8. ______________________________
9. ______________________________

ACTIVITY #3

RECOMMENDATIONS

1.____

2.____

3.____

4.____

5.____

6.____

7.____

8.____

9.____

INTRODUCTORY SPEECH BY GOVERNOR'S REPRESENTATIVE

This morning we discussed the nature and magnitude of the alcohol-traffic safety problem. We noted the unique and central role law enforcement plays in coping with this problem. This afternoon we are going to discuss the role of the police in more detail. In particular, we want to increase your awareness of alternative and creative methods you can use for handling alcohol-related traffic offenses.

The following activity is divided into three parts. In the first part, each of you will be asked to write how you would handle two typical alcohol-traffic safety cases. For the second part of the activity, you will meet in small groups to discuss four different aspects of handling a DWI case:

First, you will compare what you wrote for handling each case and agree on the best way to handle them.

Second, you will discuss what your objectives or goals are in handling each case.

Third, you will discuss what constraints or outside considerations hamper you from achieving these objectives.

And fourth, you will discuss what recommendations you would make to eliminate those constraints.

Your Group Moderators will explain these discussion topics in more detail when you join your small groups.

Finally, we will reform into a large group and discuss and compare each small group's conclusions. Each Group Moderator will present his group's conclusions and a general discussion will follow.

Now, please take the two case studies from your folder. Instructions for completing them are included at the top of the first page of each study. Space for writing how you would handle each case is provided at the bottom of the same page. If you have any questions while you are reading or completing the studies, let us know. Please fill them in now.

(When participants have filled in their responses, the Governor's Representative instructs them to break into their small groups.)

INSTRUCTIONS TO GROUP MODERATORS

During this activity you guide the discussion in your small group, and, in the final large group discussion, you report your group's conclusions to the workshop.

In guiding your small group discussion, your responsibilities are twofold. First, elicit discussion and help channel it along the general topic area specified. Second, record the conclusions your small group comes to.

Recording the conclusions is an easy task. On the Tally Sheet provided, record first the various methods for handling each case, then the objectives, the constraints, and the recommended actions for each case.

Eliciting discussion is a more difficult task, the most important part of which is to establish rapport within the group. Once the members recognize the objective role of the Moderator, there should be less need for competition and a feeling of group cohesiveness should evolve.

A question-asking technique should serve to begin discussion. If a question is directed to a specific individual, his response should elicit comments from others - thus launching the session. Clearly, the type of question posed will have much to do with the tone of the discussion to follow. Make assumptions about the kind of information any one of the group members may have and then gear your opening question to elicit that information. Once someone has made a comment, try to get others to compare their experience or opinions. Encourage group members to address their comments to each other, not to you.

Once discussion has begun, bear in mind the time limitations. Make the group aware of them but don't use them to cut people off, unless they are monopolizing the conversation or drifting far off the topic. Allow about 5 minutes to compare responses to the cases, 10 minutes on each case for the objectives, 15 for the constraints, and 15 for the recommended actions, but be flexible about these guidelines. When time is almost up, indicate there are other topics and another case study to cover and ask if the group agrees with what you've recorded on the response sheet. Deal with only one case at a time.

After a coffee break, the large group will reform and the Governor's Representative will ask you for your group's findings. You will have about 5 minutes to present both cases, but if any or all of your conclusions are the same as those of any of the other groups, do not take up time repeating their conclusions.

In summary, you duties consist of:

1. Eliciting discussion:
    - Direct a question to an individual
    - Encourage participants to direct their comments to each other, not to you
    - Redirect conversation when necessary to the topic at hand
    - Reassure participants of the usefulness of their comments
    - Observe the time constraints
2. Recording conclusions:
    - Phrase them in few words
    - Get approval of group for them
    - Present during large group discussion.

CASE STUDY #1

This is a typical DWI case that police officers often have to handle. Read the case and decide how you would handle it if you were the responsible officer. Assume you have no additional information about the case beyond what is provided here.

The race track near our town has brought in a lot of revenue and put the place on the map, but it has been nothing but trouble for me and the other town police. We have only three patrol cars and during the racing season we could use thirty. Men work overtime so we can keep all the patrol cars on the road throughout the night, but we simply can't cover the main routes into town as well as the important secondary roads. The worst times are immediately after the races end when the gamblers who have been drinking on the track drive home and an hour or two after the races have closed, about midnight, when a good portion of the crowd has stopped off for more drinks at bars in town. The townspeople want it both ways - keep the drunks off the road but don't make waves that will drive business away. We have a very high accident rate involving drinker-drivers, but there doesn't seem to be anything we can do about it.

Disposition:____

____

____

____

CASE STUDY #2

This is a typical DWI case that police officers often have to handle. Read the case and decide how you would handle it if you were the responsible officer. Assume you have no additional information about the case beyond what is provided here.

Having worked on the Highway Patrol for several years now, I have really become aware of the problems that drinker-drivers cause. Several weeks ago I arrested a man for DWI. The man passed me at an intersection and made a left-hand turn without signaling. I pulled out to follow him and realized that he was weaving over the middle line. I pulled him over and asked to see his license and registration. He smelled of alcohol. After giving him a chemical breath test, I found that he registered at .12%. I charged him with DWI. When I got to court the judge kept asking me lots of speciific questions such as "How far did you follow him?" Finally he dismissed the case saying that he wasn't going to convict a man on a machine's say-so. What's the point of pushing for more DWI arrests until the courts decide to toughen up their policies and get these guys off the road?

Disposition:____

____

____

____

Group Moderators should use the following guide for conducting the discussions around the case studies.

CASE STUDY #1

OBJECTIVES:

The first area of discussion is objectives. Obviously, the primary objective is to reduce the number of traffic accidents and fatilities caused by drinker-drivers. A means to this end is getting these drivers off the road. This becomes a secondary objective. In this case, for instance, the obvious goals are: removing community opposition to enforcement measures, implementing plans to detect drunken drivers, and discouraging them from driving in the first place.

CONSTRAINTS

The primary constraint is public opinion. This may seem so obvious that it may be difficult to get participants to verbalize it. Your question should be: "What is the primary constraint - the thing that is making it most difficult for the the police to use effective means to deter drunk driving?" If the answer is along the lines of, "They can't set up checkpoints," or "They can't station cruisers in front of the bars," indicate that those are relevant responses and that they will be the subject of discussion shortly, but for now you are dealing only with why they can't do those things.

Since time is at a premium, get the group to focus quickly on the importance of public opinion. Begin the discussion with questions like, "Why is the public so lenient about dangerously intoxicated drivers?" One point that should come up is the public's lack of information about the drinking-driver problem — for example, the magnitude of the problem (at least 28,000 alcohol-involved deaths each year) and the fact that most impaired drivers are not social drinkers. Also, the public is generally unaware of the amount of alcohol one has to drink in order to be presumed intoxicated under the law. For example, if a 160-pound man drank five one-ounce 86-proof drinks within an hour on a full stomach, he would have a

BAC level of approximately .09%. This would mean that he would be very close to being presumed intoxicated under the law.

Many people are unaware of the viable therapeutic alternatives to the common punitive sanctions of imprisonment, fines, and revocation or suspension of licenses, such as driving schools and clinics. Many professionals in the field of law enforcement believe that a combination of therapeutic and punitive sanctions is most effective in getting the problem drinker-driver off the road. Unfamiliar with many of these facts, the public has a tendency to think of the intoxicated driver as less dangerous than he actually is.

Political constraints may also be raised, but they are not essential to the discussion. Those who profit from alcohol sales -- bar owners and liquor interests -- form a small but strong pressure group that often works against stringent drinking-driver laws.

RECOMMENDATIONS

In this section, do not discuss at any great length the possibilities of changes instituted by any agencies or actors other than the police. When such considerations are raised for discussion, indicate that they are valid points but that you want to delay them until later in the workshop.

If any possible actions by the police have already been mentioned during the discussion, ask the individuals who mentioned them earlier to elaborate.

Possible police actions include roadside safety checks, stationing cruisers outside bars, checking in at bars during the evening, buying breath-testing equipment and keeping it accessible, and public information and education programs. If roadside safety checks are mentioned, you should note that they are useful for controlling restricted licenses, in addition to detecting intoxicated drivers.

As usual, encourage members to make their recommendations for actions as specific as possible. For instance, there should be some indication of how one would go about informing the general public, if that is one of their recommendations.

SUMMARY

I. Objectives:

1. Removing community opposition to enforcement of drinking-driver laws
2. Apprehending drinker-drivers
3. Deterring drinker-drivers

II. Constraints

1. Public opinion
    - Lack of information
    - Magnitude of problem
    - Nature of problem - problem drinkers
    - What constitutes intoxication
    - Fatalistic attitude toward solving the problem
2. Political influences
3. Cost and staff
4. Technology

III. Recommendations:

1. Public information and education
2. Roadside safety checks
3. Chemical breath-testing equipment
4. Cruisers stationed in conspicuous and key locations
5. Visiting bars

ACTIVITY #3

CASE STUDY #2

OBJECTIVES

The most obvious objective is conviction. In view of the judge's finding of innocence, public education and education of the judiciary are obvious additional objectives.

CONSTRAINTS

Judges often are not aware of the full scope of the drinking-driver problem or are unwilling, because of public pressure, to use their power.

Another problem is that police are frustrated because they expect the courts to be logical and to see things their way. On the other hand, policemen sometimes lack experience and training in preparing and presenting cases since DWI arrests are uncommon in many departments.

Many police also have mixed feelings about using BAC testing equipment because a reading of .09 will automatically preclude conviction with some judges and juries.

RECOMMENDATIONS

One possible approach is to train inexperienced policemen in the preparation of evidence for DWI cases. Some officers have found if necessary to follow the suspect for at least one-half mile, making mental notes of specific actions, notably violations, which indicate that he might be intoxicated. Later, if a DWI arrest is made, the officer can write down these instances for use at the trial.

There are the traditional tests for intoxication — touching the nose, picking up coins, etc. These are usually helpful only in conjunction with BAC tests, but they provide good, and for some judges indispensible additional information. Traditional tests tend to favor experienced (problem) drinkers, but the BAC may provide a more accurate indication of the actual level of intoxication.

Some departments provide a form for recording the results of traditional tests for use later at the trial.

SUMMARY

I. Objectives:

1. Conviction
2. Education of judges

II. Constraints:

1. Lack of knowledge on the part of judges
2. Lack of experience or training by police
3. Mixed feelings about use of BAC testing equipment

III. Recommendations for police:

1. Traditional tests for intoxication
2. Training for DWI arrests
3. Special evidence forms

ACTIVITY #3

TALLY SHEET FOR GROUP MODERATORS

Phrase each method for handling each case, and each objective, constraint, and recommendation in a few words so they will fit on one line. You will be able to elaborate during the presentation.

CASE STUDY #1

METHOD FOR HANDLING THE CASE

____

____

OBJECTIVES:

1.____
2.____
3.____
4.____

CONSTRAINTS:

1.____
2.____
3.____
4.____

ACTIVITY #3

RECOMMENDATIONS:

1.____
2.____
3.____
4.____

CASE STUDY #2

OBJECTIVES:

1.____
2.____
3.____
4.____

CONSTRAINTS:

1.____
2.____
3.____
4.____

RECOMMENDATIONS:

1.______________________________

2.______________________________

3.______________________________

4.______________________________

4:00 - : ALCOHOL AWARENESS SEMINAR

CAPSULE DESCRIPTION

In this activity, the Governor's Representative and/or an official to whom he delegates this task requests participants or special subjects to drink alcohol and record their BAC levels on chemical breath-testing equipment while participants observe and/or test drinkers' reasoning powers and dexterity at different BAC levels.

DESCRIPTION OF TWO OPTIONS FOR BAC ACTIVITY

Two different types of optional activities in which participants and/or subjects drink alcohol and periodically check their BAC levels with chemical breath-testing equipment can be used at the end of the first day's activities. Both can be very useful in illustrating many points about drinking behavior and about impaired driving. Of the two, the one a workshop administrator will want to implement will depend on the extent to which he feels comfortable engaging in these types of activities and on his ability to arrange them. This will mean obtaining the necessary beverages and equipment and locating personnel to operate the breath-testing equipment. If one of the two BAC demonstrations is implemented, a follow-up discussion must be held along the lines suggested in the instructions for activity #4. Unless the follow-up discussion is carefully planned and executed, observers may leave the demonstration with erroneous conclusions about how alcohol affects driving ability.

1. AN ALCOHOL AWARENESS SEMINAR

In this activity all participants are invited to drink as much alcohol as they want and to test out periodically their BAC levels on chemical breath-testing equipment. Each time a test is taken, the result is written on a sticky label and affixed to the participant's clothing so that everyone knows what everyone else's BAC level is.

The objectives of this seminar are to provide:

1. An opportunity to socialize informally;
2. An understanding of how chemical breath-testing equipment works and of what the relationship is between alcohol consumption and BAC levels;
3. An awareness of just how much alcohol must be imbibed in order to reach a BAC level that is legally presumptive of intoxication;
4. An understanding of how alcohol abuse impairs driving ability;
5. An illustration of how some people can feel sober enough to drive but have high BAC levels that indicate they are impaired;

6. An illustration of how a person may appear sober and capable of driving safely but in fact have a high BAC level and be impaired.

The Governor's Representative can introduce the seminar to participants by explaining its nature and referring to the first four objectives listed above (save any reference to the other two objectives for follow-up discussions). He might want to request a volunteer to attempt to reach the BAC level that is presumptive evidence of intoxication in his state. He will want to stress the fact that participation is voluntary.

The Governor's Representative will have to make the necessary arrangements in advance for securing a bar, alcohol, chemical breath-testing equipment, sticky labels, if possible a driving simulator, and personnel to operate the bar and equipment. Chemical breath-testing equipment is usually available from local or state police and/or the local Alcohol Safety Action Project (ASAP). A trained policeman or other trained professional should be present for the evening to administer the tests. A high school or professional driving school may be able to provide a driving simulator along with a staff member to administer the driving tests.

2. AN ALCOHOL AWARENESS EXPERIMENT

When it is not feasible or wise to conduct the above seminar, it may be possible to have one or two volunteers from the community, such as doctors or professors, drink alcohol in the presence of the participants. They should periodically take a chemical breath test to determine their BAC level and then attempt to perform tests requiring clear reasoning powers and quick reaction abilities. Their performance on these tests when impaired can be compared to pre-tests performed when sober. The discussion points suggested above can still be pursued at the end of the experiment.

8:30 - 9:00: DISCUSSION OF BAC LEVELS

CAPSULE DESCRIPTION

On the second morning, the Governor's Representative conducts a short discussion centering around the conclusions that can be drawn from the previous evening's Alcohol Awareness Seminar. (See previous section, Alcohol Awareness Seminar, for details.)

ACTIVITY #4

INSTRUCTIONS FOR GOVERNOR'S REPRESENTATIVE

If the Governor's Representative decides to host an Alcohol Awareness Seminar for participants, he should make absolutely certain that it becomes a vehicle for furthering the workshop experience in alcohol awareness as well as a pleasant social event for the participants. This end can be achieved during a follow-up discussion which must take place either immediately after the event or, preferably, the next morning before the day's regular activities. This discussion, lasting about a half hour and led by the Governor's Representative or by the Chairman, should support and reinforce the information being presented and the attitudes being fostered during the rest of the workshop. Discussion can center on the following points of interest:

1) During the seminar, did you think that the amount of alcohol you consumed was related to your BAC level?

2) Did any of you feel sober enough to drive but have high BACs? What might account for this discrepancy?

3) What kinds of behavior did you observe in those people who had low, medium, and high BACs? Could you guess what their BACs must be by observing their behavior? If so, how? If not, why not?

4) What was the behavior like of the volunteer who reached a BAC level of .10? Could you tell he was impaired? If so, how? If not, why not?

5) When someone has reached a BAC of .10, how many drinks would you now estimate he has imbibed?

The answers to these questions should be related specifically to law enforcement efforts. For example, a participant's ability to reach BAC levels of .10 and above and yet seem sober and pass (or even improve on) dexterity tests can be related to the police officer's task of determining whether drivers he has stopped for suspicion of drunk driving are impaired or not. In short, a police officer may not be able to recognize an impaired driver. It should be clearly pointed out that while participants may have reached high BACs but appeared unimpaired, their apparently normal social behavior and even average performance on the driving simulator at high BACs fail to reveal that if they were driving an automobile:

1) They might have a tendency to take risks they would not take if they were sober, like passing on a curve.

2) They might be able to handle a car in normal traffic but be unable to respond quickly and safely to unexpected driving conditions, such as a pedestrian coming out from between parked cars.

3) Impaired individuals can often handle adequately a single task, such as touching their nose, but be unable to competently or safely cope with multiple tasks, such as steering a car, shifting, turning on a directional, and watching for pedestrians.

NOTE

It is possible that the BACs recorded by subjects on breath testing equipment may not correspond to the reading on BAC charts or dials for the same number of drinks. Such a discrepancy may occur because of one or more of the following:

- the machine was faulty (for example, from excessive movement to the workshop);
- the dial or chart uses non-corresponding data (different proof, hours of elapsed time, weight, etc.);
- the subject may have eaten before drinking;
- different people have different metaboloism rates.

When such a discrepancy occurs, these possibilities should be explained to participants.

9:00 - 11:15: TEAM APPROACH

CAPSULE DESCRIPTION

This activity takes place in three parts. After an introduction by the Governor's Representative (15 minutes), participants in small groups respond to a scenario of a drinking-driver event and discuss the objectives, constraints, and interrelationships among the various actors involved in controlling the drinker-driver. (60 minutes) The second part involves presentations of each group's conclusions to the entire workshop. (15 minutes) After a coffee break (15 minutes), the large group views and discusses the movie, _Ladies and Gentlemen of the Jury_. (30 minutes)

INSTRUCTIONS TO GOVERNOR'S REPRESENTATIVE

This activity is intended to heighten participants' awareness of influences other than their own which play a part in the overall alcohol-traffic safety countermeasure system. From this expanded point of view, participants then develop a concept of the system as a whole, what role they play in it, and how their role is perceived by the other actors. The activity is designed to help them in the future to cooperate with other parts of the system.

ACTIVITY #5

INTRODUCTORY SPEECH BY GOVERNOR'S REPRESENTATIVE

This is a very exciting activity we are about to engage in. It has three parts. In the first part you will meet for one hour in small groups to discuss your response to a scenario about joint actions to solve the drinking-driver problem. We will then regroup and the Group Moderator from each small group will take three minutes to report to the large group his group's recommendations for solving the drinking-driver problem. Finally, after a coffee break, we will view and critique a movie that depicts a systems or team approach to solving the alcohol-traffic safety problem.

I will now read the scenario, which you can review again when you break into your small groups.

"You are police officers who handle DWI cases in one small jurisdiction, such as a county or town. At 9:00 last Tuesday evening, a motorist who had had three prior arrests for DWI hit a car driven by a woman taking her three children home from a school play. The woman and two of the children were killed instantly; the third child was permanently crippled. The driver at fault was also killed. An autopsy indicated that he had had a BAC of .23.

"A doctor at the hospital emergency room realized that expensive surgery and therapy would be required for the surviving child and that the family's health insurance would not cover such extraordinary expenses. The doctor therefore contacted a reporter from the local paper who then wrote a moving article about the family, the children, the accident, and the drinker-driver. After the reporter researched the damage caused by drinker-drivers, he became so outraged that he contacted the local TV station. The TV station asked the town Mayor to appear in a panel interview with several reporters to discuss the drinking-driver problem in their community.

"The Mayor, in turn, has contacted you, as local police officers who handle DWI cases. He has asked you to describe what actions you recommend each agency in the alcohol-traffic safety system should take to solve this drinking-driver crisis."

Once in your small groups, reread the scenario with these role play parts in mind and then use the Discussion Sheet provided in your packets to respond to the Mayor's request for recommendations. Before you break into your small groups, let me discuss briefly each of the five areas in which you are to respond to the scenario and then give you an opportunity to ask questions if you are confused about your task. Take out the Discussion Sheet from your folders. (Pause while participants do this.)

The actor is the agency or individuals that need to be involved in the total alcohol-traffic safety program requested by the Mayor.

The objectives of the actor are his goals. We can assume that its primary goal is to eliminate or reduce loss of life, injury, and property resulting from accidents caused by drinker-drivers. For each actor there will be slightly different subsidiary goals or sub-objectives which indicate how the actor can help achieve this primary goal. For instance, the police may feel that one of their sub-objectives is the arrest of all people driving while intoxicated. Police may also want to ensure that all drivers without licenses are removed from the road. Undoubtedly you will think of many other sub-objectives too.

The next column, Actions, is the most important one. What actions, or what general role, should the actor play in dealing with the drinking-driver problem? Remember the scenario. The actions or roles should be reasonable, but allow for the fact that there will be increased resources and increased cooperation from other agencies available.

A constraint is anything that either prevents or hampers the actor from accomplishing its goals. For instance, a judge may be constrained from passing appropriate sentences on drinker-drivers because of plea-bargaining on the part of the prosecutor. Other constraints may be the lack of manpower, funds, or both.

Needed Actions by Other Actors are actions other actors or agencies must take if the particular actor being discussed is to achieve his objectives.

Are there any questions? Remember that you can ask questions of the Chairman, the Group Moderator, or me at any time. But also remember that we are counting on you to provide ideas, based on your experience with the problem. Now, let's rejoin our small groups.

FOLLOW-UP DISCUSSION INSTRUCTIONS FOR GOVERNOR'S REPRESENTATIVE

The Governor's Representative leads a 15-minute discussion that ties the film, the previous small-group activity, and the entire workshop together in a consideration of the alcohol-traffic safety countermeasure system, how it functions, how it should function, and what participants can do to make it function better.

Participants may severely criticize the film, particularly for its portrayal of the judge. This is natural, but do no allow the criticism to dominate the discussion. Criticism of the judge is a good place for the discussion to begin since a natural question to ask participants is: "What would you have done in his place?" Then move on from the judge's role to a discussion of the components of a team or systems approach to solving the drinking-driver problem.

In the film, the team approach seems to work well, but it does not prevent an innocent verdict. Recognition of this failure in the system raises several questions for discussion:

1. What actors and agencies are portrayed in the movie as being part of the system? Are these the same ones participants listed in their small groups? If not, why not?

2. What actions did these actors or agencies take in the film? Are these the same ones participants in the small group discussions suggested these actors take?

3. What should the agencies or actors have done in the movie? Why?

4. Discussion should focus on the absence of public education in the film that is responsible for the jury's finding of innocence. What actors and agencies should be responsible for public education and what should they do? How else can the problem of lenient juries and a tolerant public be dealt with?

The role of the Governor's Representative in the discussion is to facilitate, not to direct. Introduce these and other questions as the moment dictates rather than try to follow a rigid question-and-answer schedule. Keep in mind, however, that the activity's major objective is to stimulate participants to think about their role in the overall countermeasure system and about what they can do to assist other actors and agencies to make the system work effectively.

ACTIVITY #5

GOVERNOR'S REPRESENTATIVE'S SPEECH

INTRODUCING FILM AND FOLLOW-UP DISCUSSION

We are now going to view a film that depicts the several actors and agencies we have identified working together in an attempt to deal with one particular DWI case. The film has several major artistic and acting flaws. However, we feel that it illustrates well some of the points that we have just been making in our small groups and throughout the workshop. After the film, we will discuss the movie in terms of what the components of a team or systems approach to solving the alcohol-traffic safety problem should be. As you watch the film, keep track of which actors or agencies in the system are portrayed and which, if any, are missing. Notice whether those that are portrayed were taking the actions that you indicated in your small groups they should be taking. During the follow-up discussion, we will relate the movie's portrayal of the systems approach to your small groups' ideas about how the system should function.

SHOW FILM, LADIES AND GENTLEREN OF THE JURY

INSTRUCTIONS TO GROUP MODERATORS

The role of the Group Moderator is very important in this activity.

In guiding your one-hour group discussion, your responsibilities are twofold. First, you will help elicit discussion and channel it along the general topic area specified. Second, you will record the conclusions and recommendations your small group makes. Although you are to help limit the discussion to the general topic at hand and discourage irrelevant conversation, you should encourage discussion on any specific subject areas relevant to the general topic.

Recording the conclusions is a relatively easy task. A Team Approach Form provided for this purpose has been described in the Governor's Representative's introductory speech to the activity.

Eliciting discussion is a more difficult task. Establish rapport within the group. Once the members recognize the objective role of the Moderator, there should be less need for competition, and a feeling of group cohesiveness should evolve. Try to create an image of non-leadership.

Begin by having members re-read the Scenario. Then direct a question to one participant. Ask what actors need to be involved in the countermeasure program. Then ask what objectives or sub-objectives each actor should seek to achieve. Then discuss what actions, constraints, and needed resources apply to each actor in terms of his ability to achieve his objectives. When a participant has replied, ask the others to comment on his response. Don't contribute your opinion until a discussion is well under way, unless you find that starting the discussion is difficult. If the first person you talk to doesn't have a specific reply, either go on to another person or rephrase the question.

Once someone has made a comment, try to get others to compare their experiences or opinions, using the same questioning technique if necessary. Encourage participants to direct their comments to each other, not to you.

Once discussion has begun, bear in mind the time limitations. Make the group aware of the time limit, but don't use it to cut people off unless they are monopolizing the conversation or drifting far off the topic. Allow one hour for the entire discussion. It is not necessary to completely fill in the form, but do think through carefully those responses you do insert.

When the group discussions are completed, the Governor's Representative will call on you and the other Group Moderators to report in three minutes individually to the assembly the conclusion reached by your groups. Read the result from your response form and explain your reasoning. Upon completion of the presentation of conclusions by the Group Moderators, the Governor's Representative will show and direct a discussion about the movie, Ladies and Gentlemen of the Jury.

Governor's Representative's Introduction:	15 minutes
Small Group Discussion:	60 minutes
Group Moderators' Reports:	15 minutes
Coffee Break:	15 minutes
Movie and Discussion:	30 minutes

ACTIVITY #5

TEAM APPROACH FORM

ACTOR	OBJECTIVES	ACTIONS	CONSTRAINTS	NEEDED RESOURCES OR ACTIONS BY BY OTHER ACTORS

11:15 - 12:00: CURRENT APPROACHES PRESENTATION

CAPSULE DESCRIPTION

The Governor's Representative gives a brief overview of the current techniques employed by enforcement and other agencies to deal effectively with the drinking-driver problem in the alcohol-traffic safety countermeasures program. Additional information is included in each participant's folder on current approaches.

CURRENT APPROACHES PRESENTATION

Now that you have been able to discuss with each other approaches to solving the drinking-driver problem, we want to supplement your efforts with a brief summary of some of the countermeasures that have proven to be effective in helping police departments cope with this problem.

The new approaches we are going to discuss (some of which you may have already mentioned in your small group discussions) have actually been implemented in several police departments throughout the nation. We hope that you will consider implementing in your department any that are compatible with your individual departmental, community and legal needs. And we hope that you will have a clear picture of how your particular contributions fit in with present or future actions taken by the other groups involved in solving the alcohol-traffic safety problem.

We want to make it clear, however, that not every policeman or police department will be able to implement all of these new approaches. Local circumstances, state laws, and financial or manpower constraints may make it difficult for you to use all of them. The selection of a specific countermeasure will also have to be based on a consideration of it as a single element within the total system of countermeasures comprising our state's alcohol-traffic safety problem. Selection of any one element must be based on consideration of all elements and their interactions within an overall program of unified action directed to the reduction of alcohol-related crashes.

In addition to presenting you with these approaches, we are also going to present briefly some of the new practices that the other groups involved in the alcohol-traffic safety problem are beginning to use -- groups such as the courts, rehabilitation and treatment agencies, and legislatures. We want to present this wider picture of what's going on to reemphasize that all these groups are already working together, each doing its part, to solve the problem. For only if each group makes a strenuous effort to play its part will we be effective in our overall efforts.

At the beginning of the conference we distributed copies of a brochure that expands on the practical proposals we will be discussing now. We hope you will use this brochure as a reference guide to alcohol-traffic safety countermeasures that you yourselves can implement in your community. We have also included in the brochure the names, addresses, and telephone numbers of specific individuals you may call or write to when you have questions about any aspect of the alcohol-traffic safety problem.

First, let us discuss some of the countermeasures that have proven successful in helping cope with problem drinker-drivers.

One. Determine the locations, times of day, and days of week of most alcohol-related crashes. Police can then increase patrols during those times and at those locations. Studies have shown that the number of drivers who have been drinking varies markedly with time and place. In the evening hours, near drinking establishments, up to 20% of the drivers may be legally intoxicated. A considerable increase in apprehensions for DWI could be realized in most communities by special enforcement at titmes and places of the greatest drinking and driving.

Two. Establish a system of roadside safety checks. Many states or localities prohibit roadside safety checks. For those states or communities which do not, this may be a viable alternative. Although arrests cannot normally be made during roadside checks, these checks can be a useful device for educating the public both to the severity of the problem and to the potential for being arrested and/or injured as the result of impaired driving. Unless such suspensions and revocations can be enforced, they will remain or become meaningless penalties. Studies have indicated that up to two-thirds of drivers whose licenses have been suspended or revoked continue to drive. Roadside checks can help deter these drivers from driving, particularly if these checks are held in high drinking-driver risk areas. Such monitoring requires, of course, the ready availability and use of current driver suspension-revocation listings from driver licensing agencies. This exchange of records needs to be implemented on the part of both the police and the Department (insert "Registry" if appropriate) of Motor Vehicles.

Three. Train enforcement personnel in methods of detecting, apprehending and handling intoxicated drivers. As the film presentation this morning illustrated, it is not always easy to identify the drinking-driver or to distinguish him from the incompetent, exhausted, or reckless driver. Although all are a menace on the highway, we must be able to identify each one if we are going to gear punitive and rehabilitative measures to each type of driver's particualr problem.

Training can take place in police academies or as an in-service activity for police officers. The International Association of Chiefs of Police, under contract to the Department of Transportation, has developed a comprehensive alcohol-traffic safety curriculum for use by police instructors. Use of this manual by your departments and/or police academies could be a major step in helping you to develop effective countermeasures programs.

Four. Simplify, expedite, and facilitate the policeman's court-related activities once he has arrested and charged a driver with DWI. This group of tasks includes:

- Reducing, through cooperation with judges, prosecution, or other court officials, the time needed to arraign a driver charged with DWI so that the policeman is not kept away from his other duties for an excessive length of time;

- Reducing the processing or down-time of the arresting officer;

- Encouraging cooperation between prosecutors and police to assure that prosecutors will not engage in plea-bargaining and to assure that prosecutors will assist police in showing how to best present their evidence in court to provide the best chance for conviction.

Five. *Acquire the equipment needed to detect intoxication and train policemen to use it effectively*. Such equipment includes breath-testing equipment, mobile vans, and blood-drawing equipment. Breath-testing equipment, an extremely effective means for detecting intoxication, is used most effectively when it is located in individual police cars or in mobile vans that can be dispatched quickly to the scene of a DWI arrest. The equipment can also be used productively in roadside checks. In addition, video-tape equipment can be installed in vans to record arrested individuals' behavior and speech for later use as evidence.

Six. *Engage in activities that will help educate the public about the magnitude and nature of the alcohol-traffic safety problem.* For example, police departments can institute "ride-along" programs in which community members and youths, with parental permission, ride in police cruisers searching for drinker-drivers. Police can also speak at meetings and schools about the problem. Roadside checks themselves are a form of public education, particularly when accompanied with an explanation of their purpose and a brochure explaining the nature of the drinking-driver problem.

There are, of course, other countermeasures police can initiate to help cope with the drinking-driver problem besides those enumerated just now. (Insert next sentence only if appropriate.) You yourselves came up with several others in your small group discussions earlier today. But what needs to be stressed is that all of these countermeasures can be initiated by policemen *without waiting for some other agency or group such as the courts or the Department of Motor Vehicles* to take action. Some of these initiatives on your part will require the cooperation of these other groups in the long run and some will require enabling legislation, but if you make the effort to get cooperation from these other groups, we feel confident that you will make progress. And don't forget, we are also working with these other groups, encouraging them to work out their problems with you. But if each group waits for the others to take the first step, a lot of people will continue to be crippled and killed on our highways.

So start now. Find out where and when most of your drinking-driver accidents take place and beef up your patrols at these locations and hours. Set up a system of roadside spot checks. Train your policemen in methods of dettecting and apprehending drinker-drivers. Initiate discussion with prosecutors in an attempt to get them to charge drivers with DWI and to assit you in presenting your testimony most effectively in court. And get some of the equipment, such as breath-testing devices, that are essential to effective alcohol-traffic safety enforcement.

Briefly, now, I want to illustrate some of the measures being taken by a few other agencies and professionals in the field that have proven effective in dealing with the drinker-driver. These are also the steps we are strongly encouraging other agencies to take, if they have not already done so, in other workshops we (insert, if appropriate, "have held and") will be holding.

First, we are encouraging the judiciary to engage in the following countermeasure activities:

- Conduct pre-sentence investigations of convicted drinker-drivers and obtain the necessary information to do this effectively. This means coordinating efforts with the Department of Motor Vehicles and appropriate rehabilitation and treatment agencies so that judges can then select the disposition most likely to deter the problem drinker-driver from driving again while intoxicated.

- Provide special training for selected prosecutors whose sole function would be devoted to prosecution of DWI violations. Prosecute drivers accused of impaired driving for DWI rather than engage in pea-bargaining.

- Supplement probation staff with personnel especially trained in alcohol problems.

Rehabilitation agencies are being encouraged to:

- Diagnose the problems of drivers convicted and sentenced for DWI so that appropriate treatment methods may be selected and instituted.

- Organize drug treatment programs for problem drinkers referred for rehabilitation by the courts.

Licensing and registration agencies are also being encouraged to take some action. They are being encouraged to

- exchange appropriate records with police and courts, and

- establish a comprehensive information file on previous actual and potential drinker-drivers. Such information can be obtained from records of alcohol-related arrests, from court records, from state licensing agencies, and from social and treatment service agency case records.

In addition, we are encouraging State legislatures to pass meaningful and effective alcohol-traffic safety laws. And finally, public information and education campaigns are being mounted to inform the public about the magnitude of the drinking-driver problem and of possible solutions.

These, then are some of the new approaches which have proven successful and which we expect other groups to initiate. As these approaches are implemented, each group will find itself working more and more in concert with other groups so that eventually the entire countermeasure program will consist of a unified coordinated effort on the part of the police, courts, legislature, Department of Motor Vehicles, public education system, and rehabilitation and treatment agencies.

This concludes our presentation of current approaches to solving the drinking-driver problem. We hope it has accomplished two objectives. We hope it has added to the list of new approaches that you, as police officers, can initiate in your courtrooms independently of what other areas in the traffic enforcement system are doing. And second, we hope the presentation has made clear that you are not alone in your effort to cope with the problem. All the agencies in the system -- the judiciary, rehabilitation agencies, legislatures and Department of Motor Vehicles — are being encouraged to work together and, in fact, are beginning to work together to reduce the number of citizens injured and killed on our highways in alcohol-related traffic accidents.

12:00 - 12:30: WRAP-UP

CAPSULE DESCRIPTION

The Governor's Representative and Chairman each give a brief speech. The Governor's Representative asks participants to fill out Post-Workshop Evaluation Forms, collects these forms, and closes the workshop.

CLOSING ADDRESS BY GOVERNOR'S REPRESENTATIVE

As we stressed at the beginning of this workshop, our major objective was for all of us to begin to find ways to cooperate effectively in order to cope with the drinking-driver problem. I am convinced that the dialogue and the spirit of cooperation furthered by this workshop constitute an excellent and impressive contribution to helping solve the alcohol-traffic safety problem. We hope that the cooperative actions we have already identified here are in fact implemented after the workshop ends and that further meetings are held to plan and implement additional cooperative endeavors.

I'd now like to ask the Chairman to make a few final remarks to us.

CONCLUDING SPEECH BY CHAIRMAN

It's been a pleasure to have been part of such an important workshop here today. As a result of what we have learned here, we can understand better the magnitude of the drinking-driver problem. The Governor's Representative and I alone have only a small impact on the efforts to curb this problem. With continuous cooperation among the judiciary, legislature, treatment and rehabilitation agencies, law enforcement agencies, public information and education agencies, and the Department of Motor Vehicles we can all accomplish much more. As you well know, it will be easier for us to curb this problem if you continue to further the spirit and fact of cooperation among agencies and among your colleagues. With that cooperation we will be well on the road to eliminating the problem of the drinker-driver.

I thank you all for coming here and making this workshop a success.

GOVERNOR'S REPRESENTATIVE'S INSTRUCTIONS TO PARTICIPANTS FOR DISTRIBUTING AND FILLING IN POST-WORKSHOP EVALUATION FORMS

Again I thank you for your time and attention, but there is one more vital thing I would like you to do. We will hand out a series of forms similar to the ones you filled out at the beginning of this session. When the stack of papers reaches you, take one and pass the rest on. The purpose of these forms is to allow us to see how effective these workshops are and how we can improve them. They are not a means of grading your success here; they allow us to grade ourselves. You will notice that there is no way we can identify who has filled out any particular form. Please answer the questions as honestly as possible; don't try to spare our feelings. The forms are intended to be self-explanatory but feel free to ask questions at any time. Please hand these sheets to me when you are finished.

POST-WORKSHOP EVALUATION

Directions: Obviously, this is the same form you filled out at the beginning of the workshop, with some additions. It is intended to provide us with an idea of how effective these sessions are and how they can be improved. Please answer the questions as honestly as possible; don't try to please us or spare our feelings.

Questionnaire:

1. Do you feel that the problem of alcohol-related traffic accidents is a serious one?
   - ____not very serious
   - ____serious
   - ____very serious
2. Do you feel that a concerted effort in this country could help solve this problem?
   - ____not much help at all
   - ____help some
   - ____help a lot
3. Do you feel that the problem is worth a major effort to solve?
   - ____definitely not
   - ____probably not
   - ____probably
   - ____definitely
4. If you answered Question #3 as "probably" or "definitely," whom would you involve in this effort? (check any or all)
   - ____police
   - ____prosecutors
   - ____judges
   - ____alcoholism rehabilitation and treatment professionals
   - ____state legislators (changing laws)
   - ____local government officials
   - ____Department of Motor Vehicles officials
   - ____the general public
   - ____others (specify)________________________________

5. Do you feel that police alone without increased resources could make any significant contributions to helping solve the problem?

____yes
____no

6. Do you feel that what police could accomplish with their present resources would be worth the necessary redistribution of effort?

____yes
____no

7. Do you feel that it would be worth the redirected effort for police to try to influence other actors (those you checked in Question #4) to work together on this problem?

____yes
____no

8. Do you feel that any direct action on your part as an individual could help solve the problem?

____yes
____no

9. If yes, do you feel that helping to solve the problem would be worth the redirection of your personal efforts?

____yes
____no

10. Do you feel it would be worth your while to try to influence either your colleagues or the general public to increase their efforts to solve this problem?

____yes
____no

11. What pieces of specific information, if any, gave you this feeling?

12. Do you have any comments about how the training in this workshop might be improved?

13. Are there any substantive ideas you would like to add but didn't get a chance to mention during the workshop?

14. Do you feel that this day was well spent?

USE OF THE ATTITUDE EVALUATION FORMS

There are two sets of evaluation forms: a pre-test and a post-test. Both are very short exercises. The pre-test involves only closed-ended questions; the post-test repeats these questions and adds a few appropriate open-ended questions. The pre-test questionnaire should be administered at registration. The Chairman should be at the registration desk to ensure that each participant fills one out, to explain to participants the purpose of the pre-test, and to reduce potential participant anxiety about being tested. He should stress anonymity of response and the fact that the test is to evaluate the workshop organizers, not the participants. The test is designed to indicate how the organizers should alter the workshop format or activities if the tests indicate participants are not learning from them.

Use the following chart to analyze the results of the two tests. The analysis involves only counting answers to the closed-ended questions on both tests and comparing findings. The answers to the open-ended questions in the post-test should be carefully read for ideas and indications of possible changes in the conduct of the workshop.

Note that you will need to make multiple copies of the two tests for use in the workshop.

ANALYSIS OF RESULTS OF ATTITUDE EVALUATION FORMS

This should be a very short exercise, involving only counting answers to the short-answer questions. The long answers should be read for ideas and indications of possible changes in the conduct of the workshop. The third column won't be used now; there is a follow-up questionnaire that will be sent out later.

Number of responses to the pre-workshop evaluation ____(n)
Number of responses to the post-workshop evaluation____(N)
Number of responses to the follow-up evaluation ____(N')

QUESTIONS		PRE-WORKSHOP		POST-WORKSHOP		FOLLOW-UP	
		#	%(#/n)	#	%(#/N)	#	%(#/N')
1.	not very serious	___	___	___	___	___	___
	serious	___	___	___	___	___	___
	very serious	___	___	___	___	___	___
2.	not much help at all	___	___	___	___	___	___
	help some	___	___	___	___	___	___
	help a lot	___	___	___	___	___	___
3.	definitely not	___	___	___	___	___	___
	probably not	___	___	___	___	___	___
	probably	___	___	___	___	___	___
	definitely	___	___	___	___	___	___
4.	police	___	___	___	___	___	___
	prosecutors	___	___	___	___	___	___
	judges	___	___	___	___	___	___
	rehabilitation workers	___	___	___	___	___	___
	state legislators	___	___	___	___	___	___
	local government	___	___	___	___	___	___
	Department of Motor Vehicles	___	___	___	___	___	___
	the general public	___	___	___	___	___	___
	other________________	___	___	___	___	___	___
	other________________	___	___	___	___	___	___
5.	yes	___	___	___	___	___	___
	no	___	___	___	___	___	___
6.	yes	___	___	___	___	___	___
	no	___	___	___	___	___	___

7.	yes	___	___	___	___	___	___
	no	___	___	___	___	___	___
8.	yes	___	___	___	___	___	___
	no	___	___	___	___	___	___
9.	yes	___	___	___	___	___	___
	no	___	___	___	___	___	___
10.	yes	___	___	___	___	___	___
	no	___	___	___	___	___	___

The most important responses are the answers to the open-ended questions. The analyst should go through these responses, listing the various actions contemplated by the participants, and count the number who mentioned each different action. To complete the evaluation of the workshop, compare all responses to questions on both the Pre- and Post-Workshop Evaluation Forms and determine the general trend of responses. Check this trend against the objectives of the workshop to see if they were achieved.

POST-WORKSHOP DEBRIEFING SESSION

It is a good idea to hold an evaluation session immediately following the workshop. The Group Moderators, the Governor's Representative, the Chairman and two or three of the participants can meet for a brief discussion. Discussions should be centered around the presentations made during the workshop, the audiovisual materials used, and the small group discussions. The kinds of questions that should be raised are: Were the films of any value? Were the presentations clear, precise, and valuable? Were the group discussions helpful in promoting understanding of how the system works, of what all the elements of the system are, and of what each agency both as a separate entity and as part of a system can do about the alcohol-traffic safety problem?

To conclude the evaluation session it might be useful to end on the question: What kind of follow-up workshops or other activities would be useful in supporting our efforts here today?

APPENDIX A

GOVERNOR'S REPRESENTATIVE PRE-WORKSHOP INSTRUCTIONS

1. LOGISTICS
2. WORKSHOP PARTICIPANTS
3. FORMATION OF SMALL GROUPS
4. FORMS TO BE DUPLICATED
5. CHECKLIST OF PRE-WORKSHOP TASKS

1. LOGISTICS

FACILITIES

State and local facilities will be used for the alcohol-traffic safety countermeasure workshop. The workshop should have no more than 40 participants. It requires one large conference room and five smaller conference rooms located nearby, each large enough to accommodate 8 people. If these small conference rooms are unavailable it may be possible for the small groups to gather either around tables or in circles in separate areas of one large conference room. These facilities should be selected, examined, and secured at least two weeks prior to the workshop.

The workshop may be conducted in cooperation with a college or university. If this is done, college or other academic credits can often be offered to workshop participants. Using college or university facilities helps reduce rental costs if it would otherwise be necessary to rent space. If renting workshop facilities when classes are in session is difficult, it may be possible to hold the workshop during school vacations. It may be inconvenient for participants to go to the college or university to register prior to the workshop. To avoid such a trip the school's registration materials can be handed out during the workshop registration.

LUNCH

Although lunch is not an important substantive part of the workshop, arrangements for it should be handled well in advance. Lunch should be served in the same building where the workshop is held so that participants will not wander off after lunch. If possible, reserve a room for lunch so that all participants can eat and converse together. If the morning workshop sessions have gone well, much informal conversation at lunch will center around the drinking-driver problem. Speeches should be avoided during lunch, as they detract from participants' opportunity to have a relaxing break from the workshop sessions.

REGISTRATION

A Registration Desk should be set up at the entrance to the large conference room. The desk should be supervised by a secretary who has been fully briefed on all registration procedures. As each participant registers for the workshop, he is given his workshop folder. These folders must be prepared in advance and should have the participant's name, group number, and room number (for small group discussions) on the cover. The Pre-Workshop Evaluation form is filled out by the participants during registration and collected by the Governor's Representative and/or the Chairman.

2. WORKSHOP PARTICIPANTS

INTRODUCTION

Three categories of participants, not including the Governor's Representative, will attend the workshop. These categories are:

a. Twenty to forty law enforcement professionals;

b. Four or five Group Moderators (plus two alternates) selected from among the 20 to 40 participants; and

c. The Chairman, a respected law enforcement professional who hosts the workshop.

In the following section, detailed descriptions are given of the procedures that the Governor's Representative should follow in selecting each participant. Included are sample letters of introduction inviting participants to attend the workshop and samples of other materials that the Governor's Representative will need to send to them. Participants' responsibilities in the workshop are also described.

a) LAW ENFORCEMENT PROFESSIONALS

SELECTION

The Governor's Representative of each state shall determine the best method for selecting participants. For assistance in identifying, selecting and inviting participants he may want to establish an informal panel consisting of three or four key law enforcement professionals. Participants can be selected from county, municipal and state enforcement agencies. It is preferable to have law enforcement professionals present who come from all levels of the enforcement system.

Invitations should specify that the respondent acknowledge his acceptance or refusal. (See page page III-8 for sample invitation.) All invitations should be mailed not later than six weeks in advance so that the Governor's Representative will have enough time to issue invitations to other potential participants should a significant number of those originally invited decline to attend. Each workshop should have no fewer than 20 participants.

The letter to prospective participants should include the following items:

1. Letter of invitation (see page III-8)
2. Response form (see page III-9)
3. Workshop schedule (see page I-10)
4. Travel and accommodations information (see page III-11)
5. Self-addressed stamped envelope for returning response form.

If possible, it is highly desirable that the Governor or some other high state official sign the letter of invitation to stress the importance the state attaches to the workshop.

Police officers are busy men and may be reluctant to leave their agencies for two days to attend a conference. Somehow this workshop must be seen as very significant. To help make this workshop seem distinctive and to motivate police officers to attend, the Governor's Representative can follow up the letters of invitation with personal phone calls.

SAMPLE LETTER OF INVITATION TO PARTICIPANTS

(Governor's Letterhead)

(date)

The Honorable John Law
1776 Constitution Avenue
Boston, Massachusetts 02116

Dear Mr. Law

As you know, the number of people killed and injured on our highways in alcohol-related crashes has reached intolerable proportions. We are mounting a massive state campaign to counteract this carnage on the highways. As part of this campaign, we are hosting several alcohol-traffic safety workshops in an attempt to involve the courts, state officials, the police, rehabilitation and treatment agencies, and other relevant groups in a joint effort to cope with the problem. You have been recommended to me as a participant in our workshop for law enforcement professionals.

We know that the control of the drinker-driver is a complex problem. We expect this workshop will materially assist you in coming to grips with this problem by initiating and furthering contact among law enforcement professionals who share responsibility for alcohol-traffic safety.

The workshop will consist of a one and one-half-day discussion and presentation of systematic approaches to handling drinker-drivers. I have enclosed a brief outline of the workshop proceedings for your perusal. The date of the workshop will be ______________________________ (fill in date workshop will be held). I have also enclosed an information card and ask that you please return it, indicating whether you will be able to attend. My Highway Safety Representative plans to telephone you shortly to explain, in more detail than this letter permits, the nature and great importance of this workshop and my strong concern that you attend.

I am enclosing information about travel to and from the workshop, which you may find useful. Please call (insert name of Governor's Representative) collect if you have any questions.

Sincerely,

____
(insert name of Governor)
Governor

Enclosures

SAMPLE RESPONSE TO INVITATION TO PARTICIPANTS

1. I ____do ____do not plan to attend.
2. I do plan to attend and would appreciate your calling me to explain the workshop in more detail. ____yes ____no
3. I am not sure if I can attend but would appreciate your calling me to explain the workshop in more detail. ________yes _________no
4. I cannot attend but I recommend you contact the following individual(s) who would be excellent participants for what you have in mind:

   Name:______________________________________
   Address:____________________________________
   Telephone:__________________________________

   Name:______________________________________
   Address:____________________________________
   Telephone:__________________________________

   Name:______________________________________
   Address:____________________________________
   Telephone:__________________________________

5. Important information about myself: (Complete only if you plan to attend.)

   a) Name:______________________________

   b) Department:__________________________

   c) Position in department:__________________

   d) Alcohol-traffic safety responsibility:
   ____
   ____
   ____

TRAVEL INSTRUCTIONS

The Governor's Representative should send all potential participants travel information in the letters of invitation. This should cover the following items:

1. Days conference will be held
2. Exact address of conference facilities
3. Nearest hotel accommodations and rates, if appropriate
4. Airlines that serve the workshop location
5. Transportation information from the airport to the workshop location, including:
    - taxi fares
    - availability of limousine service
    - availability of bus transportation
    - bus and/or limousine rates
6. Telephone numbers where workshop administrator(s) can be reached
7. Time of arrival, including:
    - the best time to arrive at airport to catch limousines, bus, or cab
    - time the conference starts

This information will greatly reduce the problems participants often have when they make their own travel arrangements. It will also help ensure that participants arrive on time.

SAMPLE TRAVEL INFORMATION

The Law Enforcement Professionals Alcohol-Traffic Safety Workshop will be held at the Department of Transportation (DOT) Regional Office, 55 Wheeler Street, Cambridge, Massachusetts on February 5 and 6, 1973. Registration will begin promptly at 9:00 a.m. The workshop will begin promptly at 9:30.

If you plan to arrive the night before the conference, the nearest accommodation is the Homestead Inn, 429 Fresh Pond Circle, Cambridge. Room rates are $15.00/day for a single, $20.00/day for a double. The Homestead is within easy walking distance of the DOT Regional Office.

Allegheny Airlines services Boston from all airports within the state; maximum air fare is $30.00 from Springfield. However, it should be easier to drive from almost any point in the state since maximum driving time from the greatest distance is 2-1/2 hours. If you plan to drive, allow 1/2 hour to locate the facilities (see enclosed map).

Bus transportation and limousine service are not available from Boston's Logan Airport. It will be necessary to take a taxi cab. The cost from the airport to the conference facilities is approximately $5.00, and the driving time is about 1/2 hour. It will be necessary to arrive at Logan Airport no later than 8:30 a.m. in order to arrive at the conference in time. We strongly recommend you arrive the evening before.

In case of complications or questions, contact John Doe at 617-492-7100.

b. GROUP MODERATORS

The Governor's Representative selects five participants from among the core participants to serve as Group Moderators. He also chooses two alternates to be Group Moderators in the event that any of the scheduled Group Moderators fail to show up.

Selection of potential Group Moderators must await return of the acceptance-rejection form by the 40 participants who were originally invited to the workshop. Upon receipt of these forms, seven of those prospective participants who accepted the invitation and meet the Group Moderator selection criteria can then be sent the enclosed cover letter and Group Moderator Instructions (Appendix B).

Criteria for selecting Group Moderators are that they have the ability to talk freely and coherently in small group settings and the ability to command the respect of fellow participants. There is no sure method for discovering who among the core participants meet these criteria. However, when selecting core participants, certain individuals will no doubt be mentioned as meeting them. In addition, two or three well qualified participants may already be known to the Governor's Representative or his staff.

Once again, it is highly desirable that the Governor or some other high state official sign the invitation to indicate the importance the state attaches to the workshop. After waiting a week, follow the letter of invitation to the prospective Group Moderators with a phone call soliciting their acceptance and providing them with additional information about their role as Group Moderators.

SAMPLE LETTER OF INVITATION TO GROUP MODERATORS

(Governor's Letterhead)

(date)

Mr. Group Moderator
1776 Constitution Avenue
Middletown, Lt. 02020

Dear Mr. Moderator:

As you already know by your acceptance of our invitation to participate in the Law Enforcement Officials Alcohol-Traffic Safety Workshop, we will be holding the workshop on _____________ (fill in date workshop will be held). I am extremely pleased you have accepted the invitation.

As part of the conference, we will need five Group Moderators to facilitate small group discussions that are an essential part of the workshop activities. We feel that your background and experience qualify you to be one of these Group Moderators. We hope that you will be interested in accepting this position. It does not entail any undue additional work either prior to or during the workshop. You will have additional responsibility, but we feel that you have amply demonstrated in the past that you exercise such responsibility exceptionally well.

Briefly, we are asking you to moderate three small group activities. This involves facilitating an atmosphere in which there will be a free and open discussion of the issues. In the following materials, these discussions take place in Activities #1, 3 and 5.

In the first activity, participants in five small groups answer a series of questions about drinking and driving issues. In the second small group activity, each group decides on appropriate dispositions for a series of fictional DWI cases. The last small group activity centers on the systems or team approach to Oolving the drinking-driver problem.

In all three activities, group discussions are intended to elicit the opinions, experiences and expectations of the participants. While the training materials contain some descriptions of prior and current efforts to deal with the drinker-driver, we are not assuming or expecting that any particular conclusions will be reached by any group. The job we are asking you to do is to facilitate, not teach.

In a few days my Highway Safety Representative, ___________(fill in name), will call you to find out if you will be able to assume the role of a Group Moderator in the workshop. I would appreciate your giving full consideration to sharing this important responsibility with us.

Sincerely yours,

____
(insert name of Governor)
Governor

Enclosures

(The letter to the Group Moderators also includes a full copy of their instructions. See Appendix B, pages III-29 -61.)

c. CHAIRMAN

SELECTION

Selection of a workshop Chairman is of the utmost importance. Policemen who may listen politely to an "outsider" talking to them about their work will pay infinitely more attention if someone from their field whom they respect gives his "seal of approval" to the workshop. The Chairman should therefore be:

1. A well-known and highly respected law enforcement professional;
2. Someone who has magnetic appeal or charisma and can "turn on" an audience;
3. Someone, in short, who will inspire participants with the feeling that if he is present and actively involved in the workshop, it must be a valuable event.

The Chairman will have the following functions to perform before and during the workshop.

1. He will meet with the Governor's Representative prior to the workshop to review and suggest revisions in the workshop program and, in particular, to discuss his role in the workshop.
2. He will make an introductory speech at the beginning of the workshop, present the magnitude, nature and scope of the drinking-driver problem and present a lecture on current systems approaches to solving the drinking-driver problem.
3. He will be available during the workshop to answer questions from participants.
4. He will make a concluding statement at the close of the workshop.

You may want to decrease or increase the Chairman's tasks, depending on how much work he is willing to perform, how much of the work you want to delegate, and the extent to which workshop participants are likely to respond to his leadership. For example, you may not want to alternate with him in giving introductions and directing activities during the workshop. You may prefer instead either to administer most of these introductions and directions yourself or to have him administer most of them.

You may already be familiar with the names of two or three individuals who would be good chairmen. If not, you can solicit suggestions from well-respected law enforcement professionals. If several of these law enforcement professionals recommend the same individuals, your task is simplified by this corroborative evidence of appropriateness. If none of these law enforcement professionals recommends the same individual(s), you will have to select from among all of the recommended individuals those you feel most closely meet the criteria listed above.

When you have two or three prospects, telephone the best one first and explain that you and the Governor expect to be holding a workshop for judges and:

1. Explain the nature of the workshop in detail;

2. Elaborate what his role will be and why it is important that he, in particular, be the Chairman;

3. Indicate that the Governor feels strongly that he would be the best man for the job; and

4. Stress that he will need some advance preparation but that he will receive all necessary assistance.

If he is interested, follow up the call with a formal letter of invitation (see sample letter on following page) and schedule a preliminary meeting. At this meeting you should cover the following points:

1. Review in detail what his role will be at the workshop;

2. Review his prepared speeches, indicating that he is welcome to revise or even rewrite them, provided you can review and approve a copy of his revisions prior to the workshop;

3. Actively solicit his suggestions for improving the workshop. Even better, actually involve him in the development process, for the more he participates in its development, the more he will feel he has a stake in its success. In any case, it is likely he will have some good ideas;

4. Schedule him to arrive the day before the workshop to have dinner with you and to review last-minute developments and revisions.

Should the initial prospect not be interested and/or available, contact the next person on your list, and so on down the line.

Above all, make the Chairman an integral part of the workshop, for if he is a person well-known and respected by the participants, they will begin the workshop with a positive attitude that you can build upon during the rest of the workshop.

SAMPLE LETTER OF INVITATION TO PROSPECTIVE WORKSHOP CHAIRMAN

(Governor's Representative Letterhead)

(date)

Mr. John Law
1776 Independence Avenue, S.W.
Washington, D. C. 02173

Dear Mr. Law:

As you are aware from our earlier conversation, we are holding a series of very important workshops on alcohol-traffic safety. The number of people killed and injured on our highways in alcohol-related crashes has reached intolerable proportions. As a result, we are mounting a massive state campaign to counteract this carnage on the highways. As a part of this campaign we are conducting several workshops in an attempt to involve state officials, alcoholism rehabilitation and treatment professionals, the courts, the police, and other relevant groups in a joint effort to cope with this problem.

You have been repeatedly recommended to us as a prospective Chairman for one of these workshops, the one for law enforcement professionals with responsibility for alcohol-traffic safety. Your participation in this capacity would greatly assist us. The workshop will last one and one-half days. At the workshop we will discuss and present current approaches used to handle problem drinker-drivers. I have enclosed a brief outline of the workshop's planned proceedings for your perusal. The workshop will be held on ____________________(fill in date of workshop).

We would like you, as the Chairman, to lend your expertise and experience in the field of alcohol-highway traffic safety to this workshop. Your responsibilities would involve:

1. Making an introductory speech that has already been written, but that you may revise or rewrite as you and I see fit;

2. Presenting a pre-written but alterable speech on the nature and scope of the drinking-driver problem;

3. Giving a pre-written lecture on current systems approaches to solving the drinking-driver problem; and

4. Making a brief concluding statement at the close of the workshop that also has already been written but that you may revise or rewrite as needed.

Of course, your responsibilities can be revised if necessary.

I sincerely hope you will be able to act as Chairman at this workshop. Your presence would greatly help to motivate participants to reduce the alarming number of alcohol-related crashes on our highways.

In approximately one week, my Highway Safety Representative, ________________ (insert name), will be calling you to answer any questions regarding what your role as Chairman would involve. He will be able to make an appointment at that time to meet with you for further discussions. He will also be able to furnish you with all the materials you will need to participate in the workshop. In the meantime, feel free to call him at any time if you have any questions.

Sincerely,

____
(insert name of Governor)
Governor

Enclosures

(This letter to the prospective workshop Chairman should also include copies of the Workshop schedule and outline.)

d. NEWS MEDIA

OPTIONAL

Members of the press can be invited to observe part or all of the workshop. This will help publicize the problem of alcohol-traffic safety and will help educate the mass media to the necessity of transmitting the drinking and driving message to the general public. If media representatives attend, they should be fully briefed about the workshop before it begins and be given an opportunity to have questions answered when it ends.

3. FORMATION OF SMALL GROUPS

Five small groups of equal size will be formed. The Governor's Representative will find it helpful to form these groups before the workshop begins and to place a group number on each identification badge. He also should try to make the groups as heterogeneous as possible, by forming them on the basis of geography, position (state, city, county), age, and general political outlook.

4. FORMS TO BE DUPLICATED

Listed below are the locations in the Manual of all forms needed to conduct the workshop. Enough forms must be duplicated so that each participant can receive a copy of every form.

1. Registration form. This is the only form not provided in the Manual. The Governor's Representative must develop one.
2. Pre-Workshop Evaluation Form, pages II-6 -7
3. Information Inventory, pages II-28 -31
4. Information Inventory Answer Sheet, page II-50
5. Case Studies for Activity #3, pages II -64 -65
6. Group Moderator Tally Sheet for Activity #3, pages II- 72 -74
7. Team Approach Form for Activity #5, page II-94
8. Scenario for Activity #5, pages II-87 -89
9. Post-Workshop Evaluation Form, pages II-113 -115

5. CHECK LIST OF PRE-WORKSHOP TASKS

The following chart is a check list of tasks the Governor's Representative should complete in preparation for the workshop. The chart has been organized into three tracks:

- TRACK I lists tasks to be performed in selecting and inviting participants, including the Group Moderators. Most of these tasks must be performed in sequence — that is, one task cannot be performed until the previous one has been completed. For example, the Group Moderators cannot be selected until prospective participants have indicated they will attend the workshop, because the selection of Group Moderators will come from the pool of participants.

- TRACK II lists tasks to be performed in selecting, inviting, and working with the Chairman. All the tasks in this TRACK may be undertaken independently of the tasks in either TRACKS I or III.

- TRACK III lists tasks related to the mechanics of conducting the workshop — facilities and materials. All the tasks in this track may be undertaken independently of the tasks in either of the other two tracks.

Needless to say, it is crucial that certain tasks be completed well in advance of the workshop. The Governor's Representative may find it useful to indicate expected dates of completion for each task in the right-hand margin of each track. Such a timetable for completion of each task will help the Governor's Representative to closely control the workshop preparations.

It is suggested that duplicate copies be made of this checklist and the master kept intact for future use. The individuals involved in workshop preparations should have their own copy with notations indicating which specific tasks they are responsible for carrying out and the date by which they are expected to have completed them.

TRACK I: PARTICIPANTS

by whom   by when

A. PRELIMINARY TASKS (__)

1. Determine days of week for workshop (__)
2. Determine dates for workshop (__)
3. Fill in data on sample schedule (__)
4. Write travel instructions (__)
5. Duplicate:
   a. 100 copies of schedule (__)
   b. 50 copies of response form (__)
   c. 10 copies of instructions to Group Moderators (__)
   d. 50 copies of travel instructions (__)
   e. 50 copies answer sheet to Inventory (__)

B. SELECT PARTICIPANTS (__)

1. Select likely prospects (__)
2. Type letter of invitation (__)
3. Have Governor sign letters (__)
4. Type return address envelope (__)
5. Assemble letter, including
   a. cover letter (__)
   b. schedule (__)
   c. travel instructions (__)
   d. response forms (__)
   e. return address envelope (__)
6. Mail packets (__)
7. Tabulate Responses (__)
   a. Repeat steps in B if fewer than 20 prospects accept (__)
   b. Prepare name tags (__)

C. SELECT GROUP MODERATORS (__)

1. Select appropriate prospects (__)
2. Type letters of invitation (__)
3. Have Governor sign letters (__)
4. Mail with Group Moderator instructions (__)
5. Telephone (__)
6. Repeat steps in C if fewer than 5 prospects accept (__)
7. Prepare name tags (__)

TRACK II: CHAIRMAN

by whom by when

A. DUPLICATE: (___)

1. Instructions to Chairman (___)
2. Copy of instructions to Group Moderators (___)

B. INVITATIONS (___)

1. Select prospect(s) (___)
2. Telephone (___)
3. Type formal letter of introduction (___)
4. Have Governor sign letter (___)
5. Send letter with workshop schedule (___)

C. MEETINGS (___)

TRACK III: MECHANICS

by whom   by when

A. FACILITIES (___)

1. Examine, select, and reserve facilities (___)
2. Arrange lunch (___)
3. Brief secretary on registration procedure (___)
4. Fill in last page of Chairman's opening speech on facilities (___)
5. Arrange for Alcohol Awareness Seminar (___)

B. MATERIALS (___)

1. Audiovisual (___)
    - a. Order films (___)
    - b. Preview films (___)
    - c. Examine facilities to determine equipment needs (___)
    - d. Order equipment (___)
2. Packets (___)
    - a. Write resources list (___)
    - b. Send for packet materials (___)
    - c. Duplicate 50 copies of
        - i. Schedule (___)
        - ii. Resource list (___)
        - iii. Information Inventory (___)
        - iv. Case Studies for Activity #3 (___)
        - v. Scenario for Activity #5 (___)
        - vi. Team Approach Form for Activity #5 (___)
    - d. Buy packet envelopes (___)
    - e. Assemble packet (___)
      (See pp. III-71 -73 of manual for contents)
3. Duplicate Evaluation Forms (Tests) (___)
4. Complete Activity #2 for local and state statisitics (___)

C. DAY PRIOR TO WORKSHOP (___)

1. Pick up, set up, and test audio-visual equipment (___)
2. Set up Registration Desk (___)
    - a. packets-handouts (___)
    - b. pre-tests (___)

APPENDIX B

WORKSHOP MATERIALS AND INSTRUCTIONS FOR GROUP MODERATORS

APPENDIX B

SCHEDULE

DAY ONE

9:45 - 10:15	REGISTRATION
10:15 - 10:45	INTRODUCTIONS BY GOVERNOR'S REPRESENTATIVE AND CHAIRMAN
10:45 - 11:00	COFFEE BREAK
11:00 - 11:30	ACTIVITY #1: INTRODUCTORY EXERCISE
11:30 - 12:30	ACTIVITY #2: NATURE AND SCOPE OF THE PROBLEM
12:30 - 1:30	LUNCH
1:30 - 4:00	ACTIVITY #3: CASE STUDIES: DISCUSSION OF THE PROBLEMS AND DEFICIENCIES IN THE SYSTEMS APPROACH
4:00 -	ALCOHOL AWARENESS SEMINAR

DAY TWO

8:30 - 9:00	ACTIVITY #4: DISCUSSION OF BAC LEVELS
9:00 - 11:15	ACTIVITY #5: TEAM APPROACH TO THE PROBLEM
11:15 - 12:00	ACTIVITY #6: CURRENT APPROACHES PRESENTATION
12:00 - 12:30	WRAP-UP

9:45 - 10:15: REGISTRATION

CAPSULE DESCRIPTION

Registration takes place between 9:45 a.m. and 10:15 a.m. If possible, two assistants should supervise the Registration Desk. Participants fill in and immediately return the initial evaluation form. Participants also pick up their packets of information at this time.

10:15 - 10:45: INTRODUCTIONS

CAPSULE DESCRIPTION

The Governor's Representative opens the workshop promptly at 10:15 a.m. with an introductory speech. He then introduces the Chairman who in turn makes an introductory speech that explains the team approach to dealing with the drinker-driver. Both speeches should end before 10:45 a.m.

11:00 - 11:30: INTRODUCTORY EXERCISE

CAPSULE DESCRIPTION

The workshop divides into small groups led by the Group Moderators. Using an Information Inventory Form, the members of each small group jointly answer as many questions as possible during the time allotted. Each person notes on his question sheet his group's responses, as well as any personal comments. None of the answer sheets are handed in, but for the sake of coordination the Group Moderators take written or mental notes of their groups' responses.

11:30 - 12:30: NATURE AND SCOPE OF THE PROBLEM

CAPSULE DESCRIPTION

In this activity there is a brief slide presentation by the Chairman about the magnitude of the national alcohol-highway traffic safety problem. It is followed by a film, Point Zero Eight, which describes a driving experiment conducted in Canada and shows the effects of alcohol on driving ability. Following the film presentation, the Governor's Representative distributes the Information Inventory Answer sheet and conducts a brief discussion in which he reviews the answers to the questions participants dealt with in Activity #1.

1:30 - 4:00: CASE STUDIES
DISCUSSION OF THE PROBLEMS AND DEFICIENCIES IN THE SYSTEMS APPROACH

CAPSULE DESCRIPTION

This activity, following lunch, involves an examination of two case studies of typical DWI situations in which policemen are often frustrated in their efforts to impact the drinking-driver problem. Participants write how they would handle each case (15 minutes) and then break into small groups and compare their responses. Each group then discusses what their objectives would be in handling each case, what constraints would hamper them, and what recommendations they would suggest for eliminating these constraints. (90 minutes) At the end of the small group discussions, after a coffee break, (15 minutes) the large group reforms for a presentation by Group Moderators and general discussion of each group's conclusions. (45 minutes) The Governor's Representative comments on the agencies and actors in the overall countermeasure system that participants mentioned in their discussions of constraints. He can then point out which agencies were not discussed that also play an important role in the alcohol-highway traffic safety countermeasure system.

INSTRUCTIONS TO GROUP MODERATORS

During this activity you guide the discussion in your small group, and, in the final large group discussion, you report your group's conclusions to the workshop.

In guiding your small group discussion, your responsibilities are twofold. First, elicit discussion and help channel it along the general topic area specified. Second, record the conclusions your small group comes to.

Recording the conclusions is an easy task. On the Tally Sheet provided, record first the various methods for handling each case, then the objectives, the constraints, and the recommended actions for each case.

Eliciting discussion is a more difficult task, the most important part of which is to establish rapport within the group. Once the members recognize the objective role of the Moderator, there should be less need for competition and a feeling of group cohesiveness should evolve.

A question-asking technique should serve to begin discussion. If a question is directed to a specific individual, his response should elicit comments from others - thus launching the session. Clearly, the type of question posed will have much to do with the tone of the discussion to follow. Make assumptions about the kind of information any one of the group members may have and then gear your opening question to elicit that information. Once someone has made a comment, try to get others to compare their experience or opinions. Encourage group members to address their comments to each other, not to you.

Once discussion has begun, bear in mind the time limitations. Make the group aware of them but don't use them to cut people off, unless they are monopolizing the conversation or drifting far off the topic. Allow about 5 minutes to compare responses to the cases, 10 minutes on each case for the objectives, 15 for the constraints, and 15 for the recommended actions, but be flexible about these guidelines. When time is almost up, indicate there are other topics and another case study to cover and ask if the group agrees with what you've recorded on the response sheet. Deal with only one case at a time.

After a coffee break, the large group will reform and the Governor's Representative will ask you for your group's findings. You will have about 5 minutes to present both cases, but if any or all of your conclusions are the same as those of any of the other groups, do not take up time repeating their conclusions.

In summary, you duties consist of:

1. Eliciting discussion:
   - Direct a question to an individual
   - Encourage participants to direct their comments to each other, not to you
   - Redirect conversation when necessary to the topic at hand
   - Reassure participants of the usefulness of their comments
   - Observe the time constraints
2. Recording conclusions:
   - Phrase them in few words
   - Get approval of group for them
   - Present during large group discussion.

CASE STUDY #1

This is a typical DWI case that police officers often have to handle. Read the case and decide how you would handle it if you were the responsible officer. Assume you have no additional information about the case beyond what is provided here.

The race track near our town has brought in a lot of revenue and put the place on the map, but it has been nothing but trouble for me and the other town police. We have only three patrol cars and during the racing season we could use thirty. Men work overtime so we can keep all the patrol cars on the road throughout the night, but we simply can't cover the main routes into town as well as the important secondary roads. The worst times are immediately after the races end when the gamblers who have been drinking on the track drive home and an hour or two after the races have closed, about midnight, when a good portion of the crowd has stopped off for more drinks at bars in town. The townspeople want it both ways - keep the drunks off the road but don't make waves that will drive business away. We have a very high accident rate involving drinker-drivers, but there doesn't seem to be anything we can do about it.

Disposition:____

____

____

____

CASE STUDY #2

This is a typical DWI case that police officers often have to handle. Read the case and decide how you would handle it if you were the responsible officer. Assume you have no additional information about the case beyond what is provided here.

Having worked on the Highway Patrol for several years now, I have really become aware of the problems that drinker-drivers cause. Several weeks ago I arrested a man for DWI. The man passed me at an intersection and made a left-hand turn without signaling. I pulled out to follow him and realized that he was weaving over the middle line. I pulled him over and asked to see his license and registration. He smelled of alcohol. After giving him a chemical breath test, I found that he registered at .12%. I charged him with DWI. When I got to court the judge kept asking me lots of speciific questions such as "How far did you follow him?" Finally he dismissed the case saying that he wasn't going to convict a man on a machine's say-so. What's the point of pushing for more DWI arrests until the courts decide to toughen up their policies and get these guys off the road?

Disposition:____

____

____

____

Group Moderators should use the following guide for conducting the discussions around the case studies.

CASE STUDY #1

OBJECTIVES:

The first area of discussion is objectives. Obviously, the primary objective is to reduce the number of traffic accidents and fatilities caused by drinker-drivers. A means to this end is getting these drivers off the road. This becomes a secondary objective. In this case, for instance, the obvious goals are: removing community opposition to enforcement measures, implementing plans to detect drunken drivers, and discouraging them from driving in the first place.

CONSTRAINTS

The primary constraint is public opinion. This may seem so obvious that it may be difficult to get participants to verbalize it. Your question should be: "What is the primary constraint - the thing that is making it most difficult for the the police to use effective means to deter drunk driving?" If the answer is along the lines of, "They can't set up checkpoints," or "They can't station cruisers in front of the bars," indicate that those are relevant responses and that they will be the subject of discussion shortly, but for now you are dealing only with why they can't do those things.

Since time is at a premium, get the group to focus quickly on the importance of public opinion. Begin the discussion with questions like, "Why is the public so lenient about dangerously intoxicated drivers?" One point that should come up is the public's lack of information about the drinking-driver problem — for example, the magnitude of the problem (at least 28,000 alcohol-involved deaths each year) and the fact that most impaired drivers are not social drinkers. Also, the public is generally unaware of the amount of alcohol one has to drink in order to be presumed intoxicated under the law. For example, if a 160-pound man drank five one-ounce 86-proof drinks within an hour on a full stomach, he would have a

BAC level of approximately .09%. This would mean that he would be very close to being presumed intoxicated under the law.

Many people are unaware of the viable therapeutic alternatives to the common punitive sanctions of imprisonment, fines, and revocation or suspension of licenses, such as driving schools and clinics. Many professionals in the field of law enforcement believe that a combination of therapeutic and punitive sanctions is most effective in getting the problem drinker-driver off the road. Unfamiliar with many of these facts, the public has a tendency to think of the intoxicated driver as less dangerous than he actually is.

Political constraints may also be raised, but they are not essential to the discussion. Those who profit from alcohol sales — bar owners and liquor interests — form a small but strong pressure group that often works against stringent drinking-driver laws.

RECOMMENDATIONS

In this section, do not discuss at any great length the possibilities of changes instituted by any agencies or actors other than the police. When such considerations are raised for discussion, indicate that they are valid points but that you want to delay them until later in the workshop.

If any possible actions by the police have already been mentioned during the discussion, ask the individuals who mentioned them earlier to elaborate.

Possible police actions include roadside safety checks, stationing cruisers outside bars, checking in at bars during the evening, buying breath-testing equipment and keeping it accessible, and public information and education programs. If roadside safety checks are mentioned, you should note that they are useful for controlling restricted licenses, in addition to detecting intoxicated drivers.

As usual, encourage members to make their recommendations for actions as specific as possible. For instance, there should be some indication of how one would go about informing the general public, if that is one of their recommendations.

SUMMARY

I. Objectives:

1. Removing community opposition to enforcement of drinking-driver laws
2. Apprehending drinker-drivers
3. Deterring drinker-drivers

II. Constraints

1. Public opinion
    - Lack of information
    - Magnitude of problem
    - Nature of problem - problem drinkers
    - What constitutes intoxication
    - Fatalistic attitude toward solving the problem
2. Political influences
3. Cost and staff
4. Technology

III. Recommendations:

1. Public information and education
2. Roadside safety checks
3. Chemical breath-testing equipment
4. Cruisers stationed in conspicuous and key locations
5. Visiting bars

CASE STUDY #2

OBJECTIVES

The most obvious objective is conviction. In view of the judge's finding of innocence, public education and education of the judiciary are obvious additional objectives.

CONSTRAINTS

Judges often are not aware of the full scope of the drinking-driver problem or are unwilling, because of public pressure, to use their power.

Another problem is that police are frustrated because they expect the courts to be logical and to see things their way. On the other hand, policemen sometimes lack experience and training in preparing and presenting cases, since DWI arrests are uncommon in many departments.

Many police also have mixed feelings about using BAC testing equipment because a reading of .09 will automatically preclude conviction with some judges and juries.

RECOMMENDATIONS

One possible approach is to train inexperienced policemen in the preparation of evidence for DWI cases. Some officers have found if necessary to follow the suspect for at least one-half mile, making mental notes of specific actions, notably violations, which indicate that he might be intoxicated. Later, if a DWI arrest is made, the officer can write down these instances for use at the trial.

There are the traditional tests for intoxication -- touching the nose, picking up coins, etc. These are usually helpful only in conjunction with BAC tests, but they provide good, and for some judges indispensible additional information. Traditional tests tend to favor experienced (problem) drinkers, but the BAC may provide a more accurate indication of the actual level of intoxication.

Some departments provide a form for recording the results of traditional tests for use later at the trial.

SUMMARY

I. Objectives:

1. Conviction
2. Education of judges

II. Constraints:

1. Lack of knowledge on the part of judges
2. Lack of experience or training by police
3. Mixed feelings about use of BAC testing equipment

III. Recommendations for police:

1. Traditional tests for intoxication
2. Training for DWI arrests
3. Special evidence forms

TALLY SHEET FOR GROUP MODERATORS

Phrase each method for handling each case, and each objective, constraint, and recommendation in a few words so they will fit on one line. You will be able to elaborate during the presentation.

CASE STUDY #1

METHOD FOR HANDLING THE CASE

____

____

OBJECTIVES:

1.____
2.____
3.____
4.____

CONSTRAINTS:

1.____
2.____
3.____
4.____

RECOMMENDATIONS:

1.____

2.____

3.____

4.____

CASE STUDY #2

OBJECTIVES:

1.____

2.____

3.____

4.____

CONSTRAINTS:

1.____

2.____

3.____

4.____

RECOMMENDATIONS:

1.____

2.____

3.____

4.____

4:00 - : ALCOHOL AWARENESS SEMINAR

CAPSULE DESCRIPTION

In this activity, the Governor's Representative and/or an official to whom he delegates this task requests participants or special subjects to drink alcohol and record their BAC levels on chemical breath-testing equipment while participants observe and/or test drinkers' reasoning powers and dexterity at different BAC levels.

8:30 - 9:00: DISCUSSION OF BAC LEVELS

CAPSULE DESCRIPTION

On the second morning, the Governor's Representative conducts a short discussion centering around the conclusions that can be drawn from the previous evening's Alcohol Awareness Seminar. (See previous section, Alcohol Awareness Seminar, for details.)

9:00 - 11:15: TEAM APPROACH

CAPSULE DESCRIPTION

This activity takes place in three parts. After an introduction by the Governor's Representative (15 minutes), participants in small groups respond to a scenario of a drinking-driver event and discuss the objectives, constraints, and interrelationships among the various actors involved in controlling the drinker-driver. (60 minutes) The second part involves presentations of each group's conclusions to the entire workshop. (15 minutes) After a coffee break (15 minutes), the large group views and discusses the movie, _Ladies and Gentlemen of the Jury_. (30 minutes) system.

INTRODUCTORY SPEECH BY GOVERNOR'S REPRESENTATIVE

This is a very exciting activity we are about to engage in. It has three parts. In the first part you will meet for one hour in small groups to discuss your response to a scenario about joint actions to solve the drinking-driver problem. We will then regroup and the Group Moderator from each small group will take three minutes to report to the large group his group's recommendations for solving the drinking-driver problem. Finally, after a coffee break, we will view and critique a movie that depicts a systems or team approach to solving the alcohol-traffic safety problem.

I will now read the scenario, which you can review again when you break into your small groups.

"You are police officers who handle DWI cases in one small jurisdiction, such as a county or town. At 9:00 last Tuesday evening, a motorist who had had three prior arrests for DWI hit a car driven by a woman taking her three children home from a school play. The woman and two of the children were killed instantly; the third child was permanently crippled. The driver at fault was also killed. An autopsy indicated that he had had a BAC of .23.

"A doctor at the hospital emergency room realized that expensive surgery and therapy would be required for the surviving child and that the family's health insurance would not cover such extraordinary expenses. The doctor therefore contacted a reporter from the local paper who then wrote a moving article about the family, the children, the accident, and the drinker-driver. After the reporter researched the damage caused by drinker-drivers, he became so outraged that he contacted the local TV station. The TV station asked the town Mayor to appear in a panel interview with several reporters to discuss the drinking-driver problem in their community.

"The Mayor, in turn, has contacted you, as local police officers who handle DWI cases. He has asked you to describe what actions you recommend each agency in the alcohol-traffic safety system should take to solve this drinking-driver crisis."

Once in your small groups, reread the scenario with these role play parts in mind and then use the Discussion Sheet provided in your packets to respond to the Mayor's request for recommendations. Before you break into your small groups, let me discuss briefly each of the five areas in which you are to respond to the scenario and then give you an opportunity to ask questions if you are confused about your task. Take out the Discussion Sheet from your folders. (Pause while participants do this.)

The actor is the agency or individuals that need to be involved in the total alcohol-traffic safety program requested by the Mayor.

The objectives of the actor are his goals. We can assume that its primary goal is to eliminate or reduce loss of life, injury, and property resulting from accidents caused by drinker-drivers. For each actor there will be slightly different subsidiary goals or sub-objectives which indicate how the actor can help achieve this primary goal. For instance, the police may feel that one of their sub-objectives is the arrest of all people driving while intoxicated. Police may also want to ensure that all drivers without licenses are removed from the road. Undoubtedly you will think of many other sub-objectives too.

The next column, Actions, is the most important one. What actions, or what general role, should the actor play in dealing with the drinking-driver problem? Remember the scenario. The actions or roles should be reasonable, but allow for the fact that there will be increased resources and increased cooperation from other agencies available.

A constraint is anything that either prevents or hampers the actor from accomplishing its goals. For instance, a judge may be constrained from passing appropriate sentences on drinker-drivers because of plea-bargaining on the part of the prosecutor. Other constraints may be the lack of manpower, funds, or both.

Needed Actions by Other Actors are actions other actors or agencies must take if the particular actor being discussed is to achieve his objectives.

Are there any questions? Remember that you can ask questions of the Chairman, the Group Moderator, or me at any time. But also remember that we are counting on you to provide ideas, based on your experience with the problem. Now, let's rejoin our small groups.

INSTRUCTIONS TO GROUP MODERATORS

The role of the Group Moderator is very important in this activity.

In guiding your one-hour group discussion, your responsibilities are twofold. First, you will help elicit discussion and channel it along the general topic area specified. Second, you will record the conclusions and recommendations your small group makes. Although you are to help limit the discussion to the general topic at hand and discourage irrelevant conversation, you should encourage discussion on any specific subject areas relevant to the general topic.

Recording the conclusions is a relatively easy task. A Team Approach Form provided for this purpose has been described in the Governor's Representative's introductory speech to the activity.

Eliciting discussion is a more difficult task. Establish rapport within the group. Once the members recognize the objective role of the Moderator, there should be less need for competition, and a feeling of group cohesiveness should evolve. Try to create an image of non-leadership.

Begin by having members re-read the Scenario. Then direct a question to one participant. Ask what actors need to be involved in the countermeasure program. Then ask what objectives or sub-objectives each actor should seek to achieve. Then discuss what actions, constraints, and needed resources apply to each actor in terms of his ability to achieve his objectives. When a participant has replied, ask the others to comment on his response. Don't contribute your opinion until a discussion is well under way, unless you find that starting the discussion is difficult. If the first person you talk to doesn't have a specific reply, either go on to another person or rephrase the question.

Once someone has made a comment, try to get others to compare their experiences or opinions, using the same questioning technique if necessary. Encourage participants to direct their comments to each other, not to you.

Once discussion has begun, bear in mind the time limitations. Make the group aware of the time limit, but don't use it to cut people off unless they are monopolizing the conversation or drifting far off the topic. Allow one hour for the entire discussion. It is not necessary to completely fill in the form, but do think through carefully those responses you do insert.

When the group discussions are completed, the Governor's Representative will call on you and the other Group Moderators to report in three minutes individually to the assembly the conclusion reached by your groups. Read the result from your response form and explain your reasoning. Upon completion of the presentation of conclusions by the Group Moderators, the Governor's Representative will show and direct a discussion about the movie, Ladies and Gentlemen of the Jury.

Governor's Representative's Introduction:	15 minutes
Small Group Discussion:	60 minutes
Group Moderators' Reports:	15 minutes
Coffee Break:	15 minutes
Movie and Discussion:	30 minutes

TEAM APPROACH FORM

ACTOR	OBJECTIVES	ACTIONS	CONSTRAINTS	NEEDED RESOURCES OR ACTIONS BY BY OTHER ACTORS

11:15 - 12:00: CURRENT APPROACHES PRESENTATION

CAPSULE DESCRIPTION

The Governor's Representative gives a brief overview of the current techniques employed by enforcement and other agencies to deal effectively with the drinking-driver problem in the alcohol-traffic safety countermeasures program. Additional information is included in each participant's folder on current approaches.

12:00 - 12:30: WRAP-UP

CAPSULE DESCRIPTION

The Governor's Representative and Chairman each give a brief speech. The Governor's Representative asks participants to fill out Post-Workshop Evaluation Forms, collects these forms, and closes the workshop.

CLOSING ADDRESS BY GOVERNOR'S REPRESENTATIVE

As we stressed at the beginning of this workshop, our major objective was for all of us to begin to find ways to cooperate effectively in order to cope with the drinking-driver problem. I am convinced that the dialogue and the spirit of cooperation furthered by this workshop constitute an excellent and impressive contribution to helping solve the alcohol-traffic safety problem. We hope that the cooperative actions we have already identified here are in fact implemented after the workshop ends and that further meetings are held to plan and implement additional cooperative endeavors.

I'd now like to ask the Chairman to make a few final remarks to us.

CONCLUDING SPEECH BY CHAIRMAN

It's been a pleasure to have been part of such an important workshop here today. As a result of what we have learned here, we can understand better the magnitude of the drinking-driver problem. The Governor's Representative and I alone have only a small impact on the efforts to curb this problem. With continuous cooperation among the judiciary, legislature, treatment and rehabilitation agencies, law enforcement agencies, public information and education agencies, and the Department of Motor Vehicles we can all accomplish much more. As you well know, it will be easier for us to curb this problem if you continue to further the spirit and fact of cooperation among agencies and among your colleagues. With that cooperation we will be well on the road to eliminating the problem of the drinker-driver.

I thank you all for coming here and making this workshop a success.

GOVERNOR'S REPRESENTATIVE'S INSTRUCTIONS TO PARTICIPANTS FOR DISTRIBUTING AND FILLING IN POST-WORKSHOP EVALUATION FORMS

Again I thank you for your time and attention, but there is one more vital thing I would like you to do. We will hand out a series of forms similar to the ones you filled out at the beginning of this session. When the stack of papers reaches you, take one and pass the rest on. The purpose of these forms is to allow us to see how effective these workshops are and how we can improve them. They are not a means of grading your success here; they allow us to grade ourselves. You will notice that there is no way we can identify who has filled out any particular form. Please answer the questions as honestly as possible; don't try to spare our feelings. The forms are intended to be self-explanatory but feel free to ask questions at any time. Please hand these sheets to me when you are finished.

APPENDIX C

MISCELLANEOUS APPENDICES

1. Instructions for Ordering and Use of A-V Equipment
2. Instructions for Assembling Participants' Packet
3. Follow-up Evaluation Forms

1. INSTRUCTIONS FOR ORDERING AND USE OF A-V EQUIPMENT

This section explains what audiovisual equipment must be rented or otherwise obtained, how to use that equipment, and where to obtain the two films to be used during the workshop.

RENTAL AND USE OF 16mm SOUND PROJECTOR

Please read these instructions completely at least two working days before the beginning of the workshop. The points covered are:

- Examining the hall;
- Renting the equipment;
- Setting up the equipment;
- Operation of the equipment;
- Possible difficulties.

EXAMINING THE HALL

This is a simple, short process, but it is necessary in order to determine exactly what equipment will be needed. Just determine where the projector and screen will be and where the nearest electrical outlet is. Then complete this form:

Need projection table? Yes____No____
Distance from projector to outlet (approximate):____ft.
Type of outlet: Three-hole (grounded)____Two-hole____.
Need screen? (Many halls have permanent ones) Yes__No__.
Distance from projector to screen (approximate):_____ft.

RENTING THE EQUIPMENT

A 16-mm sound projector can be rented for less than $20/day from almost any medium to large camera or photographic supply store. The form filled out above will provide the information necessary to determine what additional equipment will be needed. It is preferable, but not necessary, to have a detachable speaker with a long enough cord to reach to the front of the room. Since this is the most common kind of arrangement, it should be easy to obtain. All that is needed for a projection table is some sort of stable platform high enough so that the projector lens is above any fixed objects in between the projector and the screen. Usually, this can be found somewhere in the building where the hall is located. The distance from the projector to the screen determines the size of the lens necessary to fill the screen; if the room is unusually long or short, point this out to the person providing the equipment. Similarly, find out from him if the power cord that comes with the projector is long enough and if the plug will fit the receptacle. An extension cord and/or an adapter may be necessary.

It is important that the projector have an extra projector bulb with it; these burn out fairly often. Also, the "exciter lamp" may burn out. This occurs less often, but it is a good idea to have a replacement for this too.

SETTING UP THE EQUIPMENT

Look at the projector when you rent it to see if there are instructions about threading the film. If there aren't any, have someone show you how that particular projector works. The important points are to make sure that the spikes on the sprockets go through the holes on the film, that the film is seated in the guide behind the lens, and that there are loops above and below the lens. Set up the projector before the beginning of the workshop, focus the lens, set the sound level and determine that everything works.

OPERATION

Rewind the film to the beginning. In some machines this involves taking the film out of the sprockets and moving the reels by hand. Turn on the machine and then the lamp. There will be an interlock to prevent you from stopping the film while the lamp is on; don't override this; it will burn out the frame. The "framer" knob (often on top of the machine) corrects if you are getting parts of two frames at once. If the picture starts jumping up and down, press the "systems restorer" button. If this fails to correct the problem, stop the machine immediately and check the seating of the film on the sprockets. At the end of the film, rewind it before you return it to the can. This is almost always done by removing the film from the sprockets.

POSSIBLE DIFFICULTIES

The best way to minimize difficulties is to talk with someone who has used the machine and to read any available instructions. The most frequent problem is not caused by misuse; it is a jumping frame. When this occurs, it means that the sprocket holes on the film have been torn. If the sound doesn't come on, first check to see if there is a separate switch for it and that the volume is turned up (sometimes there are two of these: one on the machine, and one on the speaker). Then check the connections. There should be light coming from the exciter lamp housing (usually on the front lower right-hand corner, when seen from the back). The bulb may be out. If you change the projector bulb, handle it with a handkerchief; it stays hot a long time. When in trouble, see if any of the trainees have had experience with projectors; many people have had to use them at one time or another.

RENTAL AND USE OF 33-mm SLIDE PROJECTOR

Please read the section on the movie projector first. Many of the same comments apply here.

The section above, "Examining the hall," also includes all the information needed for the rental of the slide projector. Be sure that the projector has the right lens, a long enough power cord (or an additional extension), the right kind of plug or adaptor, and a table and screen, if necessary. If you get a model with remote control, make sure the cord for that device is long enough. The remote control should include a provision for focusing, or the projector should have automatic focusing, although these features are not necessary. While slide projector bulbs have a longer life than those on movie projectors, there should still be a spare.

You may have a choice between a magazine, which is also called a cartridge or slide tray, and a "stack loader." The magazine is a more reliable means of keeping the slides in order and obtaining them one at a time. It requires that you place the slides one-by-one in the tray before you begin the presentation. With the number of slides that you are using, this is not a great chore. Because of its more reliable operation and the ease with which you can refer back to earlier slides, the magazine type is preferable. The stack loader allows you to place a pile of slides in the machine and to go through them one-by-one. It is more likely to jam and more difficult to backtrack.

Since there are many different kinds of projectors, have the person renting the equipment give you explicit operating instructions, including a demonstration.

When inserting the slides in the projector, it is important that they have the right orientation: Hold the slide right-side-up so any writing on the slide reads left-to-right. Then flip the slide over so that the side you just looked at faces the screen and is upside down. Now insert it in the machine. In order to make this convenient, there is a dot on each slide. The slide should be oriented so that when the projectionist is facing the screen the dot is in the upper right-hand corner. Double-check this by running the slides once before the conference begins. This will also enable you to detect any slides that are out of order.

Each slide should be focused separately, either by an automatic device or by the operator. This is because all slides are slightly warped. Also, it is a good idea to check any slides kept on the screen for a period of time; they may go out of focus. Focus as closely as you can; out-of-focus images can tire people very quickly.

The caution noted earlier about removing a dead projection bulb applies to slide projectors too. They are hot and stay hot for a long time. Allow the machine to cool by leaving the fan on after the bulb has been turned off. When removing jammed slides, be as gentle as possible.

Effective use of slides depends on timing. Don't remove a slide from the screen until you are just about to make a point about the next one. Take your time; if you've seen the slides before, you will read them more quickly than your audience will. Pause briefly if the slide is a chart to allow people to interpret it. Encourage questions and, if a comment indicates that someone did not understand a previous slide, return to it.

ORDERING AUDIOVISUAL MATERIALS

The Governor's Representative will need to order two films that are used in the workshop:

POINT ZERO EIGHT

Produced by CTV Television Network LTD.
42 Charles Street
Toronto 5, Ontario, Canada

30 minutes, black and white, 16 mm.

Try to order it from the local Alcohol Safety Action Program (ASAP) or State Division of Alcoholism. Otherwise, film can be purchased for $125.00 from the above address. Contact Gail Thompson, (416) 924-5454.

Allow two weeks for delivery.

LADIES AND GENTLEMEN OF THE JURY

Produced by the National Highway Traffic Safety Administration
400 7th and D Streets, S.W.
Washington, D.C. 20590

27-1/2 minutes, color, 16-mm.

For borrowing, contact:

Office of Alcohol Countermeasures
Director's Office
National Highway Traffic Safety Administration
Washington, D.C. 20591
(202) 426-1675

Office of Alcohol Countermeasures
Technical Reference Division
c/o Winifred Desmond
National Highway Traffic Safety Administration
400 7th and D Streets, S.W.
Washington, D. C. 20590
(202) 426-2768

For purchase, contact:

Bebelle Corporation
416 W. 45th Street
New York City, N. Y. 10036
(212) 245-8900

The purchase price is $150.00.

Two to three weeks are needed for delivery.

2. INSTRUCTIONS FOR ASSEMBLING PARTICIPANTS' PACKET

There are fourteen items in the packet of literature to be distributed to Workshop participants. Inclusion of additional items should be avoided. Participants will be willing and even eager to read three or four pamphlets or articles, but a mass of literature may incline them to avoid reading anything. The contents and value of each item should be briefly explained to participants during introductory speeches. What follows is a capsule description of each item and a location from which each can be ordered in quantity. Packet envelopes may be obtained in most stationery stores.

(1) SCHEDULE OF DAY'S EVENTS

This is the same schedule as in the Manual. The Governor's Representative must have the appropriate data on the workshop typed in and enough copies must be duplicated for all participants.

(2) DEVELOPING A STATE ALCOHOL SAFETY PROGRAM, SECTION IV, "SYSTEM DEFICIENCIES AND RECOMMENDED CORRECTIVE COUNTERMEASURES" (16 pages)

This is Part IV of an article prepared by the National Highway Traffic Safety Administration that describes the components of a comprehensive alcohol-traffic safety program.

Copies may be obtained by writing to the Department of Transportation Regional Office. Allow four weeks for delivery.

(3) "ALCOHOL SAFETY COUNTERMEASURES PROGRAM" (12 pages)

This is a brief pamphlet outlining the National Highway Traffic Safety Administration's program to reduce the number of alcohol-related crashes.

Copies may be obtained by writing to the Regional DOT office. Allow four weeks for delivery.

(4) "MANUAL FOR A SELECTIVE TRAFFIC ENFORCEMENT PROGRAM FOR ALCOHOL RELATED MOTOR VEHICLE CRASHES" (43 pages)

This is a comprehensive outline of a curriculum on alcohol-traffic safety written by the International Association of Chiefs of Police for use by police instructors. If you have a manual of your own, feel free to substitute it.

Copies may be obtained by writing to the Regional DOT office. Allow four weeks for delivery.

(5) "ABC'S OF DRINKING AND DRIVING" (15 pages)

A cartoon pamphlet with considerable basic information about alcohol and drinking and driving; geared toward exposing myths.

Contact your State Division of Alcoholism or Department of Mental Health. Also distributed by Channing L. Bete Co., Inc., 45 Federal St., Greenfield, Massachusetts.

(6) RESOURCES LIST

This is a list of resources participants can telephone or write to after the workshop if they need assistance or information in implementing their new approaches. The Governor's Representative or his staff must compile the list for his state or community.

If the Governor's Representative prefers, he can omit this list and suggest that participants refer any requests for assistance directly to him. In that case, he should make sure participants have his full name, address and telephone number.

Multiple copies of the Resource List should be made.

(7) BLOOD ALCOHOL CONTENT WHEEL

This is a dial that enables a person to compute how much he must drink to reach a given BAC level.

Contact the local Alcohol Safety Action Program (ASAP) for copies. If your state does not have an ASAP or your ASAP does not have the dial, request copies from the Regional DOT office. Allow four weeks for delivery.

(8) NHTSA NOTICE 900 ON: "REFERENCES TO SOCIAL DRINKERS IN NHTSA ALCOHOL COUNTERMEASURES; PUBLIC EDUCATION COMMUNICATION (1 page)

An NHTSA statement designed to ensure that NHTSA employees and contractors in their public statements and program materials do not cause the public to misunderstand the NHTSA position regarding the social drinker and highway safety.

Copies may be obtained from the Regional DOT office.

(9) "CIVIL RIGHTS RESPONSIBILITIES" (3 pages)

A DOT position paper on discrimination by agencies and contractors receiving any Federal financial assistance from DOT.

(10) "INFORMATION INVENTORY" - See pages II-28 -31

(11) CASE STUDIES FOR ACTIVITY #3 - See pages II-64 -65

(12) TEAM APPROACH FORM FOR ACTIVITY #5 - See page II-94

(13) SCENARIO FOR ACTIVITY #5 - See pages II-87 -88

(14) NAME TAGS

3. FOLLOW-UP EVALUATION

Three methods of follow-up evaluation are provided in this Manual.

Completion of pre- and post-evaluation forms by participants and analysis of them by the Governor's Representative and his staff. These forms and a method for analyzing them have been included in Section II, Governor's Representative and Chairman Workshop Materials, under Registration and Conclusion.

Debriefing by the Governor's Representative and his staff with the Group Moderators and two or three other workshop participants. This method of workshop evaluation has also been described at the very end of Section II, under Post-Workshop Debriefing Session.

Long-term evaluation of participant attitudes and behavior. This last type of follow-up evaluation is provided for in the following section.

The ultimate criterion of the workshop's success or failure is whether participants in fact implemented any of the concrete actions for coping with the alcohol-traffic safety problem suggested during the workshop. The ideal way to determine this would be to visit each participant and observe his behavior. This is impractical. What can be done, however, is to mail participants a follow-up questionnaire several weeks or even months after the workshop to solicit information about their present attitudes and behaviors. What follows are:

- a sample cover letter that the Governor's Representative can send to participants;
- a follow-up questionnaire; and
- a form which the Governor's Representative can use to collate and then analyze participants' responses.

Using these three methods of evaluation, the Governor's Representative will be able to gain useful information on the success or failure of his workshop and how to improve it for the future.

APPENDIX C

GOVERNOR'S REPRESENTATIVE LETTERHEAD

insert name and address
____
____

Dear Sir:

Last ___________________ (insert dates of workshop) you attended a workshop on the drinking-driver problem. We appreciate the time you contributed to that effort, and we hesitate to make further requests. However, it is necessary for us to have a real measure of the impact of the workshop program, so we would appreciate a few more minutes of your time.

Enclosed you will find a questionnaire which, to some extent, duplicates the ones you filled out at the workshop. We need to compare the reactions of participants immediately after the workshop with their reactions some time later. The directions are the same; this is not a test and, indeed, the names of the respondents will not be recorded on the analysis forms. Answer the questions as best you can; if you feel that you cannot answer a particular question, just note the reason.

Again, thank you for your time and effort.

Sincerely,

____
Governor's Representative

Enclosure

QUESTIONNAIRE

1. Do you feel that the problem of alcohol-related traffic accidents is a serious one?
    ____not very serious
    ____serious
    ____very serious

2. Do you feel that a concerted effort in this country could help solve this problem?
    ____not much help at all
    ____help some
    ____help a lot

3. Do you feel that the problem is worth a major effort to solve?
    ____definitely not
    ____probably not
    ____probably
    ____definitely

4. If you answered Question #3 as "probably" or "definitely," whom would you involve in this effort? (Check all that apply.)

    ____police
    ____prosecutors
    ____judges
    ____alcoholism rehabilitation professionals
    ____state legislators (changing laws)
    ____local government officials
    ____Department of Motor Vehicles officials
    ____the general public
    ____other
    (specify)____

5. Do you feel that police alone, without increased resources, could make any significant contributions to helping the problem?
    ____yes
    ____no

6. Do you feel that what they could accomplish would be worth the necessary redistribution of effort?
    ____yes
    ____no

7. Do you feel that it would be worth the redirected effort for the police to try to influence other actors (those you checked in Question #4) to work together on this problem?
   ____yes
   ____no

8. Do you feel that any direct action on your part could help solve the problem?
   ____yes
   ____no

9. If yes, do you feel that helping solve the problem would be worth the redirection of your efforts?
   ____yes
   ____no

10. Do you feel it would be worth your while to try to influence either the police or the general public toward an increased effort directed at this problem?
    ____yes
    ____no

11. Do you feel that the workshop has increased your confidence about being able to have an impact on the problem?
    ____yes
    ____no

12. Have you attempted any actions because of your workshop experience?
    ____yes
    ____no

    If you answered this question "no," skip to Question #16.

13. What were they?

    ____

    ____

    ____

14. Would you consider them successful?
    ____yes
    ____no
    ____can't say

15. Do you have any comments on the success of your actions?

____

____

____

16. Have any other police officers initiated actions because of your workshop experience, either as a result of your instructions, suggestions, or example?

____yes
____no

If you answered "no" to this question, skip to Question #20.

17. Would you consider these actions successful?

____yes
____no
____can't say

18. Do you have any comments on the success of these actions?

____

____

____

19. Do you feel that the workshop days were well spent?

____

20. Do you have additional comments of any kind?

____

____

____

____

ANALYSIS OF RESULTS OF ATTITUDE EVALUATION FORMS

This is a very short exercise involving counting answers to the short-answer questions. The long answers should be read for ideas and indications of possible changes in the conduct of the workshop.

Number of responses to the pre-workshop evaluation ____(n)
Number of responses to the post-workshop evaluation____(N)
Number of responses to the follow-up evaluation ____(N')

	QUESTIONS	PRE-WORKSHOP #	PRE-WORKSHOP %(#/n)	POST-WORKSHOP #	POST-WORKSHOP %(#/N)	FOLLOW-UP #	FOLLOW-UP %(#/N')
1.	not very serious	___	___	___	___	___	___
	serious	___	___	___	___	___	___
	very serious	___	___	___	___	___	___
2.	not much help at all	___	___	___	___	___	___
	help some	___	___	___	___	___	___
	help a lot	___	___	___	___	___	___
3.	definitely not	___	___	___	___	___	___
	probably not	___	___	___	___	___	___
	probably	___	___	___	___	___	___
	definitely	___	___	___	___	___	___
4.	police	___	___	___	___	___	___
	prosecutors	___	___	___	___	___	___
	judges	___	___	___	___	___	___
	rehabilitation workers	___	___	___	___	___	___
	state legislators	___	___	___	___	___	___
	local government	___	___	___	___	___	___
	Department of Motor Vehicles	___	___	___	___	___	___
	the general public	___	___	___	___	___	___
	other________________	___	___	___	___	___	___
	other________________	___	___	___	___	___	___
5.	yes	___	___	___	___	___	___
	no	___	___	___	___	___	___
6.	yes	___	___	___	___	___	___
	no	___	___	___	___	___	___

7.	yes	___ ___	___ ___	___ ___
	no	___ ___	___ ___	___ ___
8.	yes	___ ___	___ ___	___ ___
	no	___ ___	___ ___	___ ___
9.	yes	___ ___	___ ___	___ ___
	no	___ ___	___ ___	___ ___
10.	yes	___ ___	___ ___	___ ___
	no	___ ___	___ ___	___ ___
11.	yes	___ ___	___ ___	___ ___
	no	___ ___	___ ___	___ ___
12.	yes	___ ___	___ ___	___ ___
	no	___ ___	___ ___	___ ___
14.	yes	___ ___	___ ___	___ ___
	no	___ ___	___ ___	___ ___
	can't say	___ ___	___ ___	___ ___
16.	yes	___ ___	___ ___	___ ___
	no	___ ___	___ ___	___ ___
17.	yes	___ ___	___ ___	___ ___
	no	___ ___	___ ___	___ ___
	can't say	___ ___	___ ___	___ ___

The most important responses are the answers to questions 12 - 17.

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